

Digitized by the Internet Archive
in 2022 with funding from
University of Toronto



No. S-1

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Supplementary Estimates, Ministry of Education

Second Session, 31st Parliament

Tuesday, March 14, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service, indexing staff. Phone 965-2159.

STANDING SOCIAL DEVELOPMENT COMMITTEE

Chairman: Gaunt, M. (Huron-Bruce L)
Vice-Chairman: Van Horne, R. (London North L)
Blundy, P. (Sarnia L)
Breaugh, M. (Oshawa NDP)
Cooke, D. (Windsor-Riverside NDP)
Elgie, R. (York East PC)
Gigantes, E. (Carleton East NDP)
Jones, T. (Mississauga North PC)
Kennedy, R. D. (Mississauga South PC)
Kerrio, V. (Niagara Falls L)
Leluk, N. G. (York West PC)
McClellan, R. (Bellwoods NDP)
Rollins, C. T. (Hastings-Peterborough PC)
Rowe, R. D. (Northumberland PC)
Sweeney, J. (Kitchener-Wilmot L)
Villeneuve, O. F. (Stormont-Dundas-Glengarry PC)

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

TUESDAY, MARCH 14, 1978

The committee met at 3:40 p.m.

SUPPLEMENTARY ESTIMATES, MINISTRY OF EDUCATION

On vote 3003, services to education program:

Mr. Chairman: I will call the meeting to order.

This afternoon we are dealing with the supplementary estimates having to do with the Teachers' Superannuation Commission in the amount of \$107,189,000. Some members of the committee asked that the Treasurer (Mr. McKeough) join us this afternoon, if possible. I can report to you that the Treasurer will be joining us later on, perhaps around 4:30 or 4:45 p.m. In the meantime, perhaps we can go forward with the discussion of the supplementaries.

Does the minister have an opening statement?

Hon. Mr. Wells: I thought what I would just do was to explain how this was arrived at. That may give the basis upon which to start the questions rolling.

Mr. Sweeney: Can you slow it up so that we can follow?

Hon. Mr. Wells: It is not hard to follow.

The reason we are back here for another supplemental estimate, the second in this fiscal year, is that it has been decided that it would be fiscally prudent to pay up all the amounts owing on the unfunded liabilities of the fund, as called for in the 1975 actuarial study—that all those we are required under the Pension Benefits Act to pay be paid up to the end of 1977. When the other supplementary estimate was being considered in December it had been our intention that we would be paying up to the end of 1976, basically, and that we were running sort of a slip-year financing and would pay for 1977 in the next fiscal year.

It was decided within Treasury that that was not to be the case, and perhaps you may wish to ask the Treasurer the reasons for that, although I think that they are very simply that the Auditor and others felt that it was better that these amounts all be paid up to date.

[3:45]

The question then is how we arrive at the amounts. In the Provincial Auditor's statement he comments on these things. On page 96 he indicates that the amount owing still in the fund was \$65.9 million for 1976 and \$144.4 million for 1977 for a total of—and I am using round figures—\$210.3 million that should be put in in fiscal 1977-78 in order to accomplish what he wished and what we are saying we now feel should be done.

We agree with that total but we arrived at it in a slightly different manner. For 1976, the unfunded liability was \$144.4 million. We had already paid, or there already was in the 1976 estimates, a sum of \$41.6 million to cover unfunded liability before this Auditor's report had come along. That left \$102.8 million that was still owed for 1976 and that was the amount that was covered by the supplementary estimates.

For 1977 the unfunded liability was another \$144.4 million. In the 1977 estimates paid in the year ahead, however, there was already \$36.9 million that had been prepaid. It had been paid in 1976 but it was actually a prepayment for an unfunded liability claim that would be coming due in the year 1977. In the estimates was a further \$4.7 million which would have, I think, if the mathematics is right, brought it up to another \$41.6 million, which was what we were assuming before the actuarial report would be the amount of the unfunded liability.

Mr. Van Horne: Would you repeat those numbers? Was it \$36.9?

Hon. Mr. Wells: It was \$36.9 million prepaid for the 1977 year and in the main estimates was \$4.7 million. That was the amount payment on the unfunded liability.

Mr. O'Neil: Was that in the 1976 estimates or 1977, Mr. Minister?

Hon. Mr. Wells: The \$4.7 million is in the 1977-78 estimates. The \$36.9 million prepayment would have showed in the 1976 estimates.

So that meant that we had \$102.8 million still owing for 1977. That means that we have already had estimates of \$102.8 million which was owed for 1976 which we passed in the supplemental estimates here in December. We still owe \$102.8 million in order

to get the full payment of \$144.4 million for the 1977 year and then there is \$4.7 million already in the estimates. That makes a total of \$210.3 million which is exactly the same as what the Auditor said was owing.

Ms. Gigantes: Could I ask a question?

Mr. Sweeney: Wait a minute—I am sorry, Ms. Gigantes.

How did you get from—You are adding the two sums of \$102 million?

Hon. Mr. Wells: Right.

Mr. Sweeney: And then you are sticking that \$4 million in there and then the other \$4 million. That's how you get the \$210 million?

Hon. Mr. Wells: We're sticking the \$4 million in once, yes.

Mr. Van Horne: Or you can do it another way, adding \$102 million and \$107 million.

Hon. Mr. Wells: That's right; \$102 million and \$107.5 million. That's right. You can do it either way.

Mr. Chairman: A matter of clarification, Ms. Gigantes?

Ms. Gigantes: Yes, Mr. Chairman, I wonder if the minister would be kind enough to indicate to us from the 1977-78 estimates which contain the 1976-77 estimates where the \$36.9 million—

Hon. Mr. Wells: Wait until I get the estimates. This would be the regular estimates—the 1976. Where does it show? It's got to show somewhere.

Ms. Gigantes: I don't think it shows anywhere.

Hon. Mr. Wells: Maybe you can ask the Treasurer about that then. All I know is that it was indicated there was a prepayment. It must show somewhere and I don't know where. Does it show in the supplemental estimates?

Where does the prepayment show? Was it a Management Board order?

Mrs. McLellan: Yes.

Hon. Mr. Wells: It was a Management Board order. That's why it doesn't show.

Ms. Gigantes: What does that mean?

Hon. Mr. Wells: It means that it doesn't show in the estimates anywhere. It was a prepayment that was done at some particular time. Instead of being done by supplemental estimate it was done by Management Board order and according—

Ms. Gigantes: Does it get included in the actuals anywhere?

Hon. Mr. Wells: It would be included in the actuals for 1976-77 or 1977-78, whichever it was. Which does it show in—1976-77? It would show in the actuals for—

Mrs. McLellan: For 1977.

Hon. Mr. Wells: Which actuals is it going to show in?

Ms. Gigantes: That doesn't look right to me. If I look at the estimates for 1975-76, we're dealing with a figure—

Hon. Mr. Wells: Which actuals is it going to show in? Have we got the new printed estimates for this year yet? No?

It will show in the actuals for the printed estimates that you get this year—or is it too early yet?

Ms. Gigantes: This is a payment that was made in 1976, a prepayment of a 1977 adjustment.

Hon. Mr. Wells: Right.

Ms. Gigantes: Surely it must be somewhere back in our actuals that cover the period—at least 1977.

Mr. Stouffer: March 1977 is when it was actually paid.

Ms. Gigantes: When was it ordered?

Hon. Mr. Wells: Why isn't it shown? Where is it shown?

Mr. Stouffer: It should be in the 1976-77 actuals.

Hon. Mr. Wells: The 1976-77 actuals. Where do we find the 1976-77 actuals? You see, we don't have those yet.

That's what I say. We don't have those. Those will be in the printed estimates, will they?

Yes, they will be in the printed estimates that we get with the 1978-79 estimates.

Ms. Gigantes: Can you indicate to us which figure, from the estimates we have for 1977-78, they're going to be added to, so that we can discuss them at least in retrospect later? I'm really—

Hon. Mr. Wells: Yes. Which are you looking at there?

Ms. Gigantes: I'm looking at the estimates for 1977-78.

Hon. Mr. Wells: In the estimates book? I just want to get the same book. Yes, okay, let's get those. Where are they?

Mr. Stouffer: Page 10.

Ms. Gigantes: Page 13.

Mr. Sweeney: In March 1977—that's prior to the 1977-78 estimates. Why would it not be recorded in there as an overpayment? That's a whole year ago.

Mr. Van Horne: Is it possible that this in-

formation—are those the sources we're looking for? The reference to page 68?

Hon. Mr. Wells: It was a prepayment at the end of the fiscal year out of the 1976-77. By prepaying it then, in the 1976-77 fiscal year, it was not necessary to put it in the 1977-78 estimates. It was only necessary to put the difference between the \$36.9 million and \$4.7 million to make it up to the \$41.6 million.

Ms. Gigantes: In other words, what we dealt with in terms of the estimates for 1977-78—and we dealt with those estimates last July, correct?

Hon. Mr. Wells: Right.

Ms. Gigantes: —should have an extra \$36.9 million.

Hon. Mr. Wells: Yes, and I'm sure we mentioned at the time why that figure was so low. I can recall talking—

Ms. Gigantes: No, Mr. Minister. We talked about a figure of \$22 million as a prepayment before.

Hon. Mr. Wells: No, I can recall that figure being low, wasn't it? And we talked about that—

Ms. Gigantes: No, I'm sorry. I refer you to page S-1034 of Hansard, where there's a discussion of the prepayment; and as far as I can figure from that discussion, the prepayment was \$22,980,000.

Mr. Van Horne: The \$22,980,000 is the seven per cent interest on the \$328 million, payable in perpetuity; that's a note I had made.

Ms. Gigantes: That's not my understanding.

Mr. Van Horne: I may be wrong, but that's what it says in my note. I think if you work it out at seven per cent times \$328 million, it will give you that number.

Ms. Gigantes: Okay. I refer you to page S-1036:

"Hon. Mr. Wells: We paid an amount the year before that we didn't have to pay and therefore there was not as much owing in the year. That was a disagreement over book-keeping, I am sure.

"Ms. Gigantes: The vote underneath called 'S', for which we have an estimate in 1977-78 for \$105 million, is equivalent to what?

"Hon. Mr. Wells: The \$105 million is equivalent to the \$85 million in the previous year. That is the matching contribution."

Hon. Mr. Wells: Excuse me. I'm trying to get the estimates book for last year.

Ms. Gigantes: I go down that page S-1037, Mr. Minister—

Hon. Mr. Wells: Well, wait until we get the book.

Ms. Gigantes: This is from the supplementary estimates, eh?

Hon. Mr. Wells: Yes.

Ms. Gigantes: You have S-1037?

Hon. Mr. Wells: Where do you get the S-1037?

Ms. Gigantes: I'm reading from our supplementary estimates discussion in December.

Hon. Mr. Wells: Right, okay.

Ms. Gigantes: "Ms. Gigantes: It is silly to ask a question about a vote we've already passed, but why was the 1977-78 estimate on that item so much lower?

"Hon. Mr. Wells: Which one?

"Ms. Gigantes: Item 4, Teachers' Superannuation Commission. It was down to \$22.8 million.

"Hon. Mr. Wells: In that particular case, there was a prepayment of \$20 million before the close of the previous fiscal year. So part of that is in the \$60 million."

You were telling us then that the prepayment was \$20 million, and that was the reason it was down to \$22 million in the estimates that we had dealt with in July. I fail to understand how what in December was \$20 million now is \$36.9 million. We've never been able to track down where it is.

Mr. Chairman: Does the committee want to take a five-minute recess?

Hon. Mr. Wells: Yes.

Ms. Gigantes: I think we need some kind of explanation.

Mr. Chairman: Perhaps the minister could get those figures.

Hon. Mr. Wells: I just want to draw to your attention that a lot of these things are done at the direction of the Treasury ministry, and I think we should get those people to talk about them. They make all these last-minute adjustments and fiddling around with prepayments and so forth. Perhaps the representative from the Ministry of Treasury, Economics and Intergovernmental Affairs can explain how they arrive at all these things.
[4:00]

Ms. Gigantes: Mr. Chairman, I would very much like to have an explanation from TEIGA to know how they jiggle around—is that the word to use?—with figures.

Hon. Mr. Wells: I wouldn't mind an explanation too.

Ms. Gigantes: But it does seem to me that the ministers have to bear some responsibility for this.

Hon. Mr. Wells: I bear responsibility for what I just told you. That's the way it is as far as I understand it; we need that amount of money, as the Auditor has said. Perhaps the gentleman from TEIGA can enlighten us a little more.

Mr. Chairman: Would you mind giving your name, sir?

Mr. Stouffer: I'm Dave Stouffer.

Mr. Chairman: Thank you, Mr. Stouffer.

Mr. Stouffer: The proper person to be discussing this point is Dunc Allan. I can have him come here shortly, if you wish.

Hon. Mr. Wells: Why don't you call him and get him to come?

Mr. Chairman: I think we should recess for five minutes until we get Mr. Allan here.

Ms. Gigantes: I think you should be relieved of this burden, Mr. Minister.

Hon. Mr. Wells: Believe me, I have indicated many times that this should be in TEIGA's estimates because, really, they change these things around at their discretion whenever they feel like it.

Ms. Gigantes: Yes, you have indicated this to us. It's not good enough and I have great sympathy for you.

Mr. Sweeney: Is it just the superannuation that they jiggle around?

Hon. Mr. Wells: Yes, they're the ones who are responsible.

The committee recessed at 4:02 p.m.

On resumption.

[4:15]

Hon. Mr. Wells: What we are trying to establish is that there was a prepayment of \$36.9 million on March 31, 1977, for the 1976-77 year. We are trying to find where that shows in the various estimates.

Mr. Albuquerque: That was not included in the original estimates because the original instalment was \$41.6 million, based on the 1972 valuation of the fund. But at the latter half of 1977, when the valuation was in progress, we knew there was going to be a deficiency, given the high settlements for teachers' salaries. So we decided to pay an amount into it.

Ms. Gigantes: What amount was that?

Mr. Albuquerque: I believe it was \$36.9 million.

Ms. Gigantes: If I can just make sure I understand, that was not included in the 1976-77 estimates. It was decided at the end of the fiscal year 1976-77 and it was paid in on March 31, 1977?

Mr. Albuquerque: Yes, I guess it was paid in at the end of March. I don't know the exact dates. My recollection is that we knew there was going to be some sort of a deficiency, given the high settlement of the teachers' salaries. I guess Management Board decided that we should make some payment in.

Mr. Van Horne: Did you recommend that amount?

Mr. Albuquerque: No, we didn't specifically recommend that amount, but I guess cabinet decided on the amount.

Mr. Van Horne: Who is the decision-maker in this process? That is what I am trying to arrive at. I am getting the impression that it is someone upstairs doing it.

Mr. Albuquerque: This is not really, I would imagine, a Treasury determination. I guess it would be the Ministry of Education and Management Board which would decide.

Hon. Mr. Wells: No, I beg to differ with you there. That would have been a Treasury determination and a Management Board determination, not a Ministry of Education determination.

Ms. Gigantes: Could I then ask if we have confirmation of the amount that was prepaid, \$36.9 million—what was the figure we referred to?

Hon. Mr. Wells: We may have been asked if we agreed or not. This wouldn't have been our determination.

Ms. Gigantes: What was the figure that we were referring to in the supplementary estimates of December 12, 1977, when you, Mr. Minister, discussed with us the prepayment of \$20 million before the close of the previous fiscal year? I assume we are talking about the same prepayment.

Hon. Mr. Wells: I would guess that we were. The information given to me at the time of the estimates in December must have been that we had a prepayment of \$20 million. Mary, would that be right?

Mrs. Barclay: Mr. Chairman, at the time the supplementary estimates were presented in December, the printed estimates for the supplementaries showed these numbers across the first page. The supplementary itself was \$102,825,000, and that was made up of interest on the initial unfunded liability of \$3,283,000; the payment on the 1975 experience deficiency of \$5,865,000; and the 1975 unfunded liability of \$93,677,000. Showing under the 1977 estimates in the data to the right is a figure of—these would be estimates—\$22,814,600. This is made up of interest on the initial unfunded liability of

\$4,697,000—\$2,200 compassionate allowance—and then another figure for provision to increase annual allowances for former contributors. This is the device that pre-dated the pension benefits.

Mr. Van Horne: Excuse me for interrupting, but what is it you are reading?

Mrs. Barclay: I am reading from the printed supplementary estimates for 1977-1978 that were considered in December. And I am looking at the composition of the numbers that are shown across the top of the page.

Ms. Gigantes: I am looking at the estimates for the Ministry of Education 1977-1978 and I am reading the figures that Mrs. Barclay is reading. Have you found them, Ron?

Mr. Van Horne: No.

Ms. Gigantes: It's the estimates for 1977-1978 that I have in front of me, corresponding to the figures that Mrs. Barclay is reading to us; not the supplementary estimates.

Hon. Mr. Wells: Which page are you reading yours on?

Ms. Gigantes: I've lost a page number on this one. It looks like it would be 107.

Hon. Mr. Wells: It would have an S-number at the top, wouldn't it?

Ms. Gigantes: The S-number is 3,003.

Hon. Mr. Wells: Is it S-66 at the top? Is that up at the upper left hand corner?

Ms. Gigantes: I'll bring it around, Mr. Minister, I'm not familiar with all the codes.

Hon. Mr. Wells: No, it isn't that. That's different.

Ms. Gigantes: Page 107, as I understand it.

Hon. Mr. Wells: That is the book we made up specially for you. In fact we made it all up specially for you and nobody even brought a copy for me.

Mr. Van Horne: You are getting preferential treatment. You just smarten up and bring it, that is all.

Hon. Mr. Wells: Yes, our people didn't even think of it. What are you saying?

Ms. Gigantes: I just wanted to make sure we knew which figures we were referring to and these are contained in the 1977-78 estimates?

Mrs. Barclay: had referred to them as supplemental estimates and I believe that instead they are contained in the regular estimates of 1977-78.

Hon. Mr. Wells: Where do you see the \$102,825 there?

Ms. Gigantes: She is referring to the \$22,814,600 which we had before us as—

Hon. Mr. Wells: Yes, that's right; but what she was referring to was, on the supplemental estimates, that figure was again referred to and it was referred to as what it made up. In other words, the supplemental had supplemental 1977-78, then it had 1977-78 estimates and it indicated what it was made up of. You are right, she was reading the same things, but there is a different piece of paper with them on.

Ms. Gigantes: Yes.

Mrs. Barclay: Shall I continue? On March 15, 1977, there was a prepayment of two amounts into the fund in respect of 1977-78 amortization requirements, and these two amounts were the \$21,913,000 and the \$15 million, for a total of \$36,913,000. These are the prepayments by Management Board order.

Hon. Mr. Wells: That was in the supplemental estimates, Mr. Chairman, on the sheet we had in December. I would only have to assume, although as I say I cannot recall completely, but I must have been referring to the \$21.9 million in round figures of \$20 million in what I was talking about and explaining at that particular time. In other words, I was separating the unfunded liability part from the interest on the initial unfunded liability, which was the \$15 million. I was probably talking about the \$20 million, meaning the \$21.9 million.

Ms. Gigantes: Could I, Mr. Chairman, ask the minister to refer us to the section of the supplementary estimates that we considered in December where I would find that \$21.9 million and \$15 million?

Hon. Mr. Wells: Page 12. That doesn't look like the right page.

Ms. Gigantes: No, it doesn't. Mr. Minister, if we refer back to the discussion that we went through in December, I will read a paragraph:

"Hon. Mr. Wells: In that particular case there was a prepayment of \$20 million before the close of the previous fiscal year, so part of that is in the \$60 million. When the next estimates book comes out the actual for 1976-77 probably will show the \$60 million higher because there was money available at that time to pay it before the end of the fiscal year.

"So the money would have been paid then and that makes it only \$22 million when it normally would have been around \$40 million."

I thought I understood it back then, but I don't think that I did, and I don't think I understand it now.

[4:30]

Hon. Mr. Wells: I don't know what we were talking about completely then, because I would think that should have been \$60 million, shouldn't it?

Mr. Sweeney: Where do you get the \$60 million?

Hon. Mr. Wells: The \$60 million is what was in the 1976-77 estimates, if there was a payment of \$60 million in 1976-1977, why would 1977-78 only have \$22.8 million?

Ms. Gigantes: That was the question I asked.

Hon. Mr. Wells: I must have been talking about the \$20 million for the unfunded liability and not including the \$15 million for the interest on the initial unfunded liability which also was made. As Mrs. Barclay said, there were two payments made, not just a total payment of \$36.9 million. I must have been given the information at the time that there was in round figures a \$20 million prepayment made.

Ms. Gigantes: I don't think so. I think the \$22 million you are talking about here, you understood as \$21.9 million. That's what looks much more likely to me.

I don't think it's possible for us to sort this out at this moment. I don't think we have adequate information at the moment presented in a form we can follow. I would suggest that we should ask the minister to ask the treasury board or Management Board to provide him with a simple format of all these flows that we can look at so that we can trace through what has happened.

I am sure that the minister now has, or Management Board must now have, the estimates ready for the ministry for 1978-79. We could look at all those figures in context, starting with the 1975-1976 running right through to the 1978-1979 figures. I think then we might be able to grasp what has been happening. Until then, I can't feel satisfied that I understand it at all.

Mr. Chairman: I am wondering, Ms. Gigantes, since the Treasurer (Mr. McKeough) is supposed to be here momentarily, if he might be able to shed some additional light on this rather confusing matter.

Ms. Gigantes: I wouldn't put money on it.

Mr. Chairman: I think that perhaps we should hear what he has to say. If it is still unclear then we can move on from that point. Mrs. Barclay, would you clarify?

Mrs. Barclay: I think this will clarify the relationship or the linkage between the supplementary estimates of last December with the \$60,134,900 which is showing for the

estimates of 1976-77. When you come to the new estimates which I believe were tabled yesterday for the Social Development policy field, the amount of actual expenditure for 1976-77, the amount showing there, is \$96,-921,000, which consists of the \$60 million, plus the \$36 million prepayment. There's where your prepayment comes.

Hon. Mr. Wells: Where were they tabled?

Mrs. Barclay: I believe they were tabled in the Legislature.

Mr. Sweeney: Yes, they were.

Mr. Chairman: I have mine before me.

Hon. Mr. Wells: Everybody's got them now.

Mr. Sweeney: Except you.

Hon. Mr. Wells: No, I have them. I just wanted to be sure that everybody else had them.

Mr. Sweeney: Can I make a possible observation here? I look at your 1976 figure of \$60 million and the 1977 figure of \$22 million which prompted Ms. Gigantes' question, and then I hear there was a prepayment of almost \$40 million—\$36.9 million. Is there any relationship between those? In other words, in 1976 you paid \$60 million. You have a \$60 million figure there. Over here in 1977, you have got \$22 million but at the tail end of 1977 you put in roughly another \$40 million. If you add the \$36.9 million or almost \$37 million to the \$22 million, it brings you close to the \$60 million again. Is there a relationship between those two figures?

Ms. Gigantes: No, it doesn't bring in \$60 million. It brings in \$97 million.

Mr. Sweeney: No, no. Excuse me, Evelyn; just forget the \$60 million for a minute—no, not forget it, but put it on one side. Then put the \$22 million plus the \$36.9—say \$37 million. That will bring you up to \$59 million won't it?

Ms. Gigantes: Right.

Mr. Sweeney: So \$59 million, compared with \$60 million—there's the two figures I'm looking at. Is there any relationship there?

Hon. Mr. Wells: Certainly, there's an absolute relationship as far as I know—isn't there? The absolute relationship is that there was a prepayment just before the end of the fiscal year that has allowed the 1977-78 vote to be shown \$36.9 million lower than normally would have been the case because it was prepaid in the other fiscal year. That's exactly what I said when we began the whole exercise here—that we had already prepaid part of the unfunded liability and some of

the charges that were owing in the fiscal year 1977-78.

Mr. Sweeney: There's only one catch to that, this thing was printed before that prepayment was made.

Hon. Mr. Wells: The prepayment must have been anticipated at the time. The prepayment was probably being made in March and it was probably at the same time this was being locked up at the printers.

Ms. Gigantes: I'm looking at the actuals here—

Hon. Mr. Wells: Because actually we were late. The Legislature and the budget was quite late last year. It was well into April. These probably weren't printed until near the beginning of April last year.

Mr. Sweeney: That would make sense if that were the case.

Hon. Mr. Wells: That's exactly what it is. What I suggest we're doing now is trying to relate the information about the \$20 million we were talking about back in December, and probably that's not a very productive exercise. I think we were probably talking about a prepayment that was part of the \$36 million. There were two payments—\$21 and \$15 million—and that one's probably the \$21 million.

Mr. Sweeney: What the whole thing clearly shows, Mr. Minister, is that somebody else is making these kinds of changes and not telling you about them, at least not as fully as they should.

Hon. Mr. Wells: We hear about them.

Mr. Van Home: Following Ms. Gigantes' request—I think it could have been interpreted as a request—that we have a summary of the various moneys that actually have been paid, or are required to be paid in the fiscal year 1977-78. If we could have lined up in the column beside what was actually put in for the calendar year 1976-77 I think it would help us with the dilemma that we have right now.

It would make the review of the 1978-79 estimates probably more meaningful and we would likely do it a little more expeditiously. At this point in time, when we have "I think" and "I'm assuming" and "was it this or was it that figure" and "who said it when"; I don't think we're approaching the whole exercise in a very intelligent way.

I would ask direction from you, Mr. Minister, or you, Mr. Chairman, who has the authority to request the administrative staff to put together for us a composite, a chronology, of the payments over those two fiscal

years, 1976-77 and 1977-78 listing everything. Then we would know how it got there and when it got there and beyond that, we can start asking questions as to who has got authority.

It's obvious that you're in an embarrassing situation with partial knowledge at times, and yet are responsible to the people who are working directly under you, and of course responsible to give answers in the House. It's an impossible task when you haven't got the full information. I think the exercise at this point in time could stop until we get that further information.

Hon. Mr. Wells: Mr. Chairman, if it's agreeable to the committee I will take it upon myself. I don't think there is any point in waiting for the Treasurer to come down because I'm sure that he won't be able to shed any further light on this.

Ms. Gigantes: We have other questions to ask him.

Hon. Mr. Wells: Oh I see. You want to ask him questions. That's fine. We can continue on with that. But I think what this is going to need—I would agree with my friend—is a chronology of the payments. We will get that and lay it all out carefully so that all the members of this committee could have it. I think that's only fair.

I think the only thing we won't be able to do is—it may be impossible—to rationalize that \$20 million from recollection of it—except as I have already indicated, we were probably talking about one part of the \$36.9. That's the only way I can, from reading it, see what I was referring to at that time. But I think we can do the rest quite easily, quite simply. If the chairman is agreeable, we can have it ready for tomorrow afternoon, and it should present no problems then. I think it is essentially what I outlined for you in the beginning. The only problem is about the \$36.9 million—where it shows up and where it comes from.

Mr. Van Home: That presents a problem for me because I can't be here tomorrow afternoon.

Ms. Gigantes: Leave it to me.

Hon. Mr. Wells: Do you want us to go away and see if we can do it? As soon as the Treasurer comes you can talk to him about other things and maybe we can come back with it in that time, Mr. Chairman.

Mr. Chairman: If it can be done that quickly. I don't know how long that will take. The only other suggestion I would have would be to ask the committee if they wish to sit tonight, but that does cause some diffi-

culties. I'm sure you're aware of those difficulties. These estimates have to be completed by tomorrow night at 6 o'clock so we are into a bit of a tight time-frame insofar as getting this information is concerned and getting the Treasurer here and reviewing the matter with him. So if we could possibly get the Treasurer down here quickly, then we can carry on. I think that might be productive, because I'm sure there are other areas where the Treasurer is involved, where the members would like to review those areas with him.

Ms. Gigantes: Mr. Chairman, I have before me now the 1976-77 actuals covering the Teachers' Superannuation Commission, and the amount that's printed here in the material received today is \$96,921,684. That does, as Mrs. Barclay suggested, reconcile the \$36.9 million.

I'm really not interested in putting the Minister of Education through a personal grilling on the question of his explanation to our committee in December when we were discussing the supplementary estimates for the 1977-78 period. I think it's clear in the discussion we've had that the confusion was not only with the committee; there was some confusion in the Ministry of Education about what was happening with the teachers' superannuation payments. I find that an unfortunate kind of occurrence. I can see why it's happening when Treasury and Management Board have, as the minister told us in December, the prerogative of making payments when they wish.

Before we have the figures all pulled together for us tomorrow by the minister—he's being very co-operative on this point—we need to take some time and think about how we can avoid having this kind of problem arise again. I think it's something we should choose to raise with the Treasurer. I refer you back to a comment made by the minister during the supplementary estimates, a quote from page S-1035 of Hansard.

"Mr. Van Horne: Perhaps you'll take a message from these garbled words of mine that perhaps next year's estimates could be a little more accurate.

"Hon. Mr. Wells: The only problem with that—I just tell you this because this is not your problem; this is my problem—is that if I go back and say that, sure. But do you know where they'll ask me to get that extra money from? Out of the Ministry of Education's other budget. I don't think you'd want that. I certainly don't want that. That's part of our problem.

"You could make a very good case that these pension plans shouldn't even be in the

operating ministry budgets, that they should all be in the Treasury budget or some place like that, because they really are part of the total government approach to the public service pensions and so forth. They tend to skew the budgeting in the rest of your ministry because the increases and so forth are so much greater than increases you'd normally get in your own programs, or in your general legislative grants and so forth."

[4:45]

The more I look at the kind of problem we've just run into, the more I think that the minister's comments back in December make very good sense and that we should take up the notion of Treasury being responsible to the Legislature for the administration of these plans. Obviously the Treasury is making the decisions and making payments anyhow. We should take up this notion with the Treasurer and we should consider putting that recommendation in a report of this committee.

Mr. Chairman: I might tell the committee that the Treasurer indicated to me that should we require him before he came down here, to send word up to the Legislature. I have done that. He'll likely be down shortly and perhaps we can pursue some of these points with him.

Mr. Sweeney: While we are waiting I wonder if the minister would comment, from his perspectives, on the point that Ms. Gigantes just raised. Is that a possibility? Is it desirable? Could it be done? If not, why not?

Hon. Mr. Wells: From my perspective—

Mr. Sweeney: I can see why you'd say what you said, but what is the reality of it?

Hon. Mr. Wells: The reality is this: Yes, it could be done. I think it would make eminent financial sense. In other words, the Treasurer, as you have noted, is the treasurer of the plan; and the policies and decisions insofar as financing is concerned to a large degree come about because of fiscal policies in the Treasury, Economics and Intergovernmental Affairs financial planning sections and so forth.

From that point of view, from the point of view of accountability to the Legislature for the total provincial pension funds that we are overseeing, and from the point of view of not skewing the other estimates of the ministry, it would make good sense.

I'm not sure—and you can ask them, because they are here—I'm not so sure that the Ontario Teachers' Federation would particularly want their pension plan to be in TEIGA.

They would probably rather that it stay in the Ministry of Education where the total concern is education and perhaps not financial matters.

Mr. Van Horne: Two points, Mr. Minister: The first one is, are you aware of any other government-supported pension plan that is in a ministry other than the Treasury? There are two or three different plans.

Hon. Mr. Wells: The OMERS plan is in the Treasury; it, of course, covers municipal employees, but they are part of the Treasury and it covers school board non-teaching employees.

Mr. Sweeney: How about civil service?

Hon. Mr. Wells: The civil service plan is in the Ministry of Government Services.

Mr. Sweeney: Given the fact that the Treasurer is using the relationship between the teachers' superannuation fund and municipal financing as part of his Edmonton commitment explanation, would that not make more sense to have those two related more closely?

Hon. Mr. Wells: It might. I think perhaps you would have to ask him.

Mr. Sweeney: What would be the disadvantage of pulling it out?

Hon. Mr. Wells: I think that the disadvantage of pulling it out is that it might be then seen that the Minister of Education has no responsibility for the teachers' superannuation fund for the negotiations regarding changes in the benefits of the fund, improvements and so forth. In this particular case, I would have to agree—and I think the Ontario Teachers' Federation would agree—that they would prefer, and I would probably prefer, that the Minister of Education would carry on, with the support of other ministries, all the various talks that would lead up to any changes in the plan and would carry any legislation through the Legislature in that regard—

Mr. Sweeney: I understand.

Hon. Mr. Wells: —as well as being responsible for regulations of the plan. That, you see, is the matter apart from the pure financial funding of the plan.

Mr. Van Horne: Given the opportunity to express your views to your colleagues in cabinet and those senior administrative staff who consult regularly with you, rather than suggest that you would prefer all superannuation matters—monetary management matters—to be given over to the Treasurer, you would prefer to have a little more to say than you apparently do now?

They can turn around and make Management Board decisions, apparently without consultation with you on matters involving some \$36 million.

Hon. Mr. Wells: I wouldn't necessarily say that there was no consultation. There was probably some consultation at some level in our ministry, where it was agreed; but I think that this is something you should pursue with the Treasurer.

Mr. Van Horne: I'm going to do that with him. I'm trying to pursue it with you.

Hon. Mr. Wells: You see, this is the situation. You're taking moneys which are then going to be borrowed by government bond—by the Treasurer and so forth—and this all impinges upon this whole area of government fiscal policy and the net cash flow and everything, as far as I'm concerned. We don't have any input into that.

Mr. Van Horne: Net cash flow involves borrowing from the superannuation fund?

Hon. Mr. Wells: That's the kind of thing that the Treasurer would decide. We would be notified that they had decided to prepay \$36.9 million. But they wouldn't ask us ahead of time. Would they normally ask you ahead of time, Mary, or would they just do it?

Mrs. Barclay: Mr. Chairman, we were asked to prepare the necessary papers for the Management Board order, and this was done in mid-March.

Mr. Van Horne: You were told to do it, you weren't consulted?

Mrs. Barclay: You received our direction—if you want to call it direction—through the Management Board secretariat.

Ms. Gigantes: Mr. Chairman, there is one other element which I think might be useful to us right now—

Mr. Van Horne: I'm sorry but I'm not finished.

Ms. Gigantes: I'm sorry, I thought you were.

Mr. Van Horne: I would just like to come back to the minister to get an answer. He suggests that we should pursue this with the Treasurer, but I'm trying to put him on the spot and get an answer from him. Would he like to know more or be involved more than he is with the management of funding or whatever it is properly called?

Hon. Mr. Wells: Right. If I had my choice or my druthers to decide what I would do, I would rather keep responsibility for the negotiations of the plan—the contacts with the people outside and with the Teachers' Superannuation Commission. I would like to

leave those the responsibility of the Ministry of Education and leave the funding aspect somehow in Treasury, Economics and Intergovernmental Affairs. Whether that would be a viable way of operating it, I don't know.

Mr. Van Horne: Thank you.

Ms. Gigantes: I was pleased to hear the minister say that because it has occurred to me that with declining enrolment and perhaps the need for us in Ontario to be considering some changes in the superannuation plan for teachers that will help ease the problem for teachers. With declining enrolment, perhaps we may be making things much too difficult if we're going to switch the whole superannuation plan to the Treasury. My suggestion was that we consider the possibilities, and I like the suggestion of the minister. Since Mr. Carey, president of the OTF, is here I think it might be valuable to get some preliminary kind of reaction from him.

Mr. Chairman: Yes, this is a slight departure from the normal estimate considerations. But we would like to hear your comment on that, Mr. Carey, and I'm sure with the concurrence of the committee we would be glad to do that.

Mr. Carey: Thank you, Mr. Chairman. Certainly I'm not going to be of any help to your estimates and to the figure problems you seem to have. There are two issues I think that you are asking me to react to.

Regarding the actual figures that you started out dealing with this afternoon, I'd like to reserve judgement and to discuss that with my colleagues, because that certainly is an area we haven't discussed. But in the latter part referred to by Mr. Wells, we would concur with his position. We want to continue to work with the plan and make changes in it. As Ms. Gigantes mentioned, it might be due to declining enrolment and certainly it would be due to many other areas where there needs to be improvement. We wish to be able to work with the Minister of Education and have those changes made.

If we take the Treasurer seriously over the last year he would transfer our plan so that we would be dealing directly with school boards. We would fear this sort of move, as one not in the best interests of the fund. But as far as the figures we are dealing with here are concerned, since we have very little control over those in a given year, I don't have an opinion right at the present time.

But certainly, as far as the plan is concerned, we would want to deal with the ministry.

Mr. Chairman: I have been informed that the Treasurer will be here in five minutes. That was three minutes ago, so he should be here in two minutes or so.

Hon. Mr. Wells: What are we doing insofar as these figures are concerned? Do you want us to get a recapitulation of them?

Mr. Van Horne: I would personally like that. I am not sure that it is going to be something that would preclude my voting in favour of the estimates. I think of it more as a matter of information so that when we go into the estimates for 1978-79 we are a little better prepared.

Ms. Gigantes: There are four other points I would like to raise in connection with that. Perhaps I am just being simple-minded, but when we dealt with the estimates in December we did not have an account which we now have before us in these supplementals. That is the interest on the unfunded liabilities of the teachers' superannuation fund established as of December 31, 1975, due at December 31, 1976, which is a payment of \$4,364,000.

I am curious about this figure. There was a specific question by Mr. Van Horne during our considerations in December in which he asked whether the payment of \$93,677,000 included the interest payment, and was told that it did. I don't quite understand how the \$93,677,000 included the interest payment in December, but doesn't seem to include the interest payment in March.

I am referring to page S-1039 of our December 12 discussion. It was Mr. Eckler who was answering Mr. Van Horne's question.

Hon. Mr. Wells: It is my understanding that this \$4,364,000—the interest that is here—is the interest on the 1976 payment of \$144.4 million, or that sum less the \$41.6 million, which comes to \$102.8 million. This amount was owed for 1976 and was not paid until the end of the year. There had to be interest paid on that and therefore that was the interest. In other words, it is the interest on the amount paid. Does that still leave you confused?

Ms. Gigantes: Yes, it does. I would appreciate it if in the figures you provide us with tomorrow you include an explanation of the difference in those two supplementals.

Mr. Chairman: The Treasurer has arrived.

Mr. Treasurer: We would be happy to have you up here—you could assist the committee. We have had some problems with the figures this afternoon and since you are the chief figurer on behalf of the province, I am sure you can be helpful to the committee.

Mr. Van Horne?

[5:00]

Mr. Van Horne: Mr. Treasurer, we have for some time been a little confused about the various sums that are contributed by the province to the teachers' superannuation fund covering a variety of reasons for going in. As regards the initial unfunded liability, the total picture is a little bit confusing to us. Further confusing factors come into play, aside from not really having a good grasp of the ways in which the actuaries arrived in the past at certain assumptions that had to be made in the actuarial process. A further factor came to light this afternoon; that is, payments that are made by Management Board orders, which we have a difficult time in finding when we are simply looking at the estimates.

For a general opening statement, I would like to suggest that if the estimates exercise is to be meaningful, and if we're to do our job as politicians and critics, we have to have everything at our fingertips. It's pretty difficult when one receives something less than full information in the estimates booklet. I'm not suggesting there is any kind of design to keep things away from us; it's just that there is, in this particular instance, an overlapping of authority insofar as the whole monetary management business is concerned.

The Minister of Education has suggested to us from time to time that if we have concerns about money we should really deal with the Treasurer even though these moneys are things that appear in the Ministry of Education budget. I'm wondering if you could review for us, in fairly general terms, whether you are satisfied that the process, as you see it, is a fair one in which to deal with the rest of us as members of the Legislature.

Hon. Mr. McKeough: Mr. Chairman, I don't know that there is any more or less information contained in this particular vote and item than there is in other votes and items. I don't know what more you would add in. Granted, the amounts are large, but at this point I don't know what information you are requesting.

What goes in the estimates, of course, is a determination of Management Board and the ministries themselves. But in terms of whether more adequate information should be published, I think what you're looking for is information which normally would be asked for at the time that estimates are presented, in this case by the Minister of Education.

Our role with respect to the teachers' superannuation fund, I suppose, has three or four aspects to it. When I say "our role", I

mean my role is Treasurer. First of all, we are responsible for investing the money. Secondly, I suppose, I have a longer-term interest in whether we continue to invest the money or whether it is better placed some place else—and we discussed that in this year's budget, which is not before you in these supplementary estimates.

Thirdly, obviously when we are handed—and this is not just true of the teachers' fund; Miss Aboud is here, but I think she would say there are six funds with which the province has some large concern. As those funds are actuarially revalued and the bill is presented to the province, then the actuary has had his day. Certainly, the bill—if I can use that expression—is looked at primarily by Management Board but also by people in my own ministry and I assume in the commission as well, to make sure that we are putting in the right amounts stemming from any actuarial valuation of the plan—or of any of the plans, for that matter. So the staff would have looked at the last valuation; I don't think we have always agreed with the actuary down to the last penny. Sometimes, my guess is, the assumptions are updated from the time of the report until the time that we are presented with the bill.

I think those are our relationships to this particular fund and to this particular vote and item.

Mr. Van Horne: If I could resume, I follow what you say but I think we have some real concern to express when, having gone through the exercise last July and having reviewed, we thought, the contributions to the teachers' superannuation fund, we find later on in the fall that we have to discuss a further \$102.825 million as a supplement. Having done that, we feel we have raked over every coal and there is nothing more to discuss for the fiscal year 1977-1978. Then we realize when we come back after the Christmas holiday there's a further \$107 million. In the span of a few months we realize that we fell short in the critical sense of knowing that there should have been another \$210 million in the fund for this year.

Is it the actuarial process that is the fault in this instance?

Hon. Mr. McKeough: I had forgotten the sequence, I guess. When the estimates were prepared over a year ago, we did not have the actuarial revaluation. They seemed to drag for some time and the staff seemed to consider them some time. They are not prompt. I think what has confused the issue further is that when we were presented with the first \$100 million bill—when I say "we," in this

case it was the board—certainly my advice was and the Minister of Education collectively thought we were getting one bill. So one set of supplementaries was brought in. On sober second thought and perhaps on discussions with the Auditor—and I am not sure about that—we were obligated to put in the second \$100 million-odd. I suppose we could have ridden that through but I think we would have got a nasty note or a nasty comment from the Auditor had we done so.

Mr. Van Horne: This isn't directly related, although I think perhaps it could be interpreted as related. On page 68 of the Auditor's report, he makes this statement:

"Simply stated, by utilizing the Management Board order process, the Ministry of Education effectively transferred \$36,913,700 of expenditure from 1977-1978 fiscal year to 1976-1977 fiscal year. We question the purpose and propriety of this action." Now that's slipping it back and that brings us to another point. A response to a question that I asked the Minister of Education brought a new term into my spectrum of knowledge, and that's slip-year financing. I just wonder how legitimate that is insofar as regulation 654 is concerned under the Pension Benefits Act. I am not sure it's quite cricket to use that form of financing for make-up payments. I don't know. I haven't got the expertise.

Hon. Mr. McKeough: As I recall that item—and I think we accept that criticism—the fact is we prepaid it at the end of a year. The Auditor—and I am not going to argue with him—said we shouldn't have done it. In effect, that's the note that's there.

Mr. Van Horne: In the light of the overlapping, I wonder if you would—

Hon. Mr. McKeough: It would have been a more serious criticism, from my point of view, if we had not made the payment. I think he would most definitely have commented on it, had we not paid the second \$100 million in the course of this year by Management Board order, by supplementary estimates, or however.

Mr. Van Horne: We laboured under a bit of a delusion that we might be able to resolve some of our misunderstandings or lack of understanding by meeting with the Superannuation Commission, which we did yesterday. It was an interesting exercise and partially meaningful. But when we got down to the crunch of trying to determine who would be the influencing person or persons in arriving at the assumptions made in the actuarial process, it struck me we were deal-

ing with a group whose responsibility was just to manage the superannuation fund. In fact, it's not fair to compare them to eunuchs but we were really not dealing with the people who were in the management process, such as perhaps you are.

I'm wondering if you could tell us a little bit about what kind of input you have with either the actuarial people or with others to determine the things that go on insofar as payment into the superannuation fund?

Hon. Mr. McKeough: I think none would be the answer. We don't talk to the actuaries. As I've already explained, when an actuarial report comes in on any one of the plans, particularly one which presents us with a large bill, which has been the experience in the last few years, first, Management Board goes through the roof and calls on us and on the involved departments and we get involved then. We don't have any direct input into the report. That's done independently.

Mr. Van Horne: Mr. Chairman, if you don't mind me carrying on with one or two other questions, then I'd gladly defer to Ms. Gigantes. If I can switch over to the budget, on page 13 of the budget statement is the topic "Ontario's delivery under the original Edmonton commitment." It's listed in chart form and I'm sure you're familiar with it. It starts off with the base year 1973-74 and the items listed are budgetary revenue, revenue growth rate percentage, commitment level—that's, of course, the revenue increase—the actual transfers, actual difference, cumulative balance. You go up to 1977-78. If my mathematics is right, one gets a rather interestingly different picture for the year 1978-79. Have you gone through that exercise or projected into 1978-79?

Hon. Mr. McKeough: No.

Mr. Van Horne: The guess that I have, and I stand to be corrected and I'm sure your staff will pursue this, is that the cumulative balance would seem to be somewhere in the neighbourhood of minus \$160 million when you get into next year. That may be off a little, but I'm sure the cumulative balance shows up negatively in a fairly large number for the following year. I'm wondering if there is any comment you'd like to make about the decision to include the contributions to teachers' superannuation in the calculation of payments, or transfer payments to municipalities?

Hon. Mr. McKeough: That is the year beginning April 1, 1978, at which time the commitment or lack of commitment—however

you want to put it—changes, and such things as superannuation benefits are to be included. I said in the budget, and I don't think I could add to that, payments to the superannuation fund are as much a contribution to local government as general legislative grants. If we didn't pay them, presumably school boards would have to.

Mr. Van Horne: I'd like to stop at this point, if I can say at the same time that I'd like to come back for another question or two. I'd like to defer to Ms. Gigantes.

Mr. Chairman: Mr. Kennedy has a brief question, I gather.

Mr. Kennedy: Yes, thanks, Evelyn, for allowing this. I'm very curious about the teachers' Federation submission. I suppose I could ask them, but since the Treasurer is here I'd like to ask him about it. Their recommendation 14 asks that the government diversify pension plan investments by placing a portion of their assets in the private sector.

I look at the report of the two contributors from the commission. In this I see the 1976 investment is a debenture of 10.04 per cent and I'm curious as to why the teachers would wish us to place a portion of the funds in the private sector.

Hon. Mr. McKeough: Is that a brief to the royal commission?

Mr. Kennedy: That is a brief to the royal commission, right. A submission to the royal commission, January 16, 1978. I'll read the brief recommendation: "That pension plans which are administered and/or sponsored by the government diversify a portion of their assets by investing in the private sector." That's all pension plans.

Then as a supplement to this—it's quite a thorough report, as a matter of fact—the Teachers' Superannuation Commission report to contributors for the year ending December 31, 1976, listed the investments on page 4. It runs down the debentures for 1975-76, due from 1982 to 1996—which I presume are 20-year all the way down, I just didn't check—but at the end there are three issues at 10.04 per cent due May 1, 1995, November 1, 1995, January 1, 1996. The point is it seems to me that that is a pretty good yield.

Hon. Mr. McKeough: I can only compare the OMERS experience in the three years since they started investing their own money, or part of the funds, and I think, subject to correction, their investment record one year was just marginally less than what we were paying on the remainder of the money by way of provincial bonds and I think in two years they have done slightly better.

Mr. Kennedy: Than what, 10.04?

Hon. Mr. McKeough: Yes, whatever the percentages were. They varied from year to year.

Mr. Kennedy: Other people have opinions about confidence and so on in the provincial government and the stability and so on, but I would think 10.04 is a pretty good yield.

Hon. Mr. McKeough: To some extent, it doesn't matter whether it's 8.04 or 12.04, because we are guaranteeing a certain level of pension.

Mr. Kennedy: Right. That's what I don't understand, as far as the teachers go. I just wondered about the reasoning, which we haven't got. Really, I don't know why they ask you this.

Mr. Van Horne: Related to that, Mr. Chairman, I was going to come back to it but now that we are on to it, in budget paper A, page 16, there is reference made to the general heading, "Other Internal Funds," and if I could just read for a moment for those who may not be familiar with this:

"In the future, if TSF funds are to be invested privately, local school boards must assume full responsibility for actuarial liabilities in the same manner as the municipalities accept their financial responsibility with OMERS. Such a transition will involve extensive discussions . . . It will not begin until after the report of the Ontario royal commission on pensions has been received."

It seems when it says "it will not begin" that the decision has already been made. Is this the wrong use of the word "will" or am I reading too much into what is said on this page?

Hon. Mr. McKeough: It's really two things. It is not as much the royal commission on pensions report which I think is key to this. We look at the report of the royal commission on pensions, which is at least a year away, which we think will trigger a further debate on the future of the Canada Pension Plan—put it this way; the future of state pensions versus private pensions—and until that is resolved over all then I don't see any great point in entering into discussion with the teachers, or for that matter with our own public servants, or the Legislative Assembly retirement fund, until not only government policy is clear but I think until Canadian policy is clear with respect particularly to state pension funds.

Once that is sorted away then I think these discussions and negotiations could begin, but I don't see any great point in it, and I said this to the teachers, whoever it was I met with—Tom, you weren't there—about six or

eight months ago. We had a discussion with a teachers' group—I'm sorry, I've forgotten which—I met with, and they accepted that.

Mr. Van Horne: It brings out some other interesting possibilities, though, if you pursue this. For example, would the province continue to match payment or do you sort of gradually back out and let the municipality look after this totally?

Hon. Mr. McKeough: I hadn't thought of that.

Mr. Van Horne: You hadn't thought of that?

Hon. Mr. McKeough: I will say this, I see no good reason why the province contributes to the teachers' superannuation fund and doesn't contribute to OMERS. I really think this is probably a responsibility of local government.

Having said that, if the bill for that is \$200 million a year then we would have to, in some way, compensate the school boards to the tune of at least \$200 million a year if they were going to take on the responsibility. Obviously, it has grown up this way. But I don't frankly see any good reason today. It started that way, I guess—

Mr. Van Horne: You'd get out of a dandy little actuarial deficiency, somehow or other—

Hon. Mr. McKeough: No, we wouldn't. We would have to live with it, unfortunately.

Mr. Van Horne: Just to carry that one down the road another step, let's assume for a moment that they might want to do this—i.e. the teachers—and you are quite in agreement. What would happen to that deficit?

Hon. Mr. McKeough: It would have to be discharged. Our guarantee would continue until all the pensions that had been earned up until, say, January 1, 1980, had been paid off.

Mr. Van Horne: No forgiveable factor that you can see?

Hon. Mr. McKeough: Forgiveable? I wouldn't think so. I would guess that—I'm over my head, I'm looking at Miss Aboud—at some point, say by the year 1990 or 2000 when you had got down to a relatively small amount, you might make an actuarial deal to take over the remainder so that you weren't running two plans forever. But I would think for the first 20 years the teachers, if all this happened—which is really very hypothetical at the moment—would be in two plans, one to which they would have probably ceased contributing and one to which they would start contributing.

Ms. Gigantes: I would like to pursue this line of questioning. I think it will go a

somewhat different course from the questions asked by Mr. Van Horne.

Mr. Treasurer: when we had discussions yesterday with Mr. Wells we went into some of these notions. In particular, we asked him about the statement on your section in the budget called "Other Internal Funds." The commitment that is made in that statement on page 16, paper A, is that the transition would involve extensive discussions with school trustees, teachers and others and would not begin until after the report of the Ontario royal commission on pensions.

When I put that together with the fact that for the year 1978, as you have just explained to us once again, the provincial payments into the teachers' superannuation fund will be deducted from the amounts you consider to be owed—

Hon. Mr. McKeough: No.

Ms. Gigantes: —by the province to local levels of government.

Hon. Mr. McKeough: No.

Ms. Gigantes: You have not said that?

Hon. Mr. McKeough: No. What I said in the House the other day was that my colleagues decided that the general legislative grants this year would be an increase of \$90 million or \$95 million. Whether the decision had been made with respect to the teachers' superannuation fund being part or not part of the commitment as a bookkeeping exercise to show what we are doing for local government, it would not have changed the \$95 million. If you look at last year's—

Ms. Gigantes: Let us start at a wider framework, then, Mr. Treasurer.

Hon. Mr. McKeough: If you look at the last four or five budgets, you will find that the commitment has been at a certain level, and then there have been footnoted items, including every time the teachers' superannuation fund—it has been there.

Ms. Gigantes: Correct.

Hon. Mr. McKeough: I can only repeat what I have said in the House—the contributions to general legislative grants during fiscal 1978-79 would not have gone up one dollar.

Ms. Gigantes: Uh huh—4.79 per cent is what we got in terms of an increase in legislative grants.

Hon. Mr. McKeough: There wouldn't have been 4.8 per cent if we had made a different decision about the teachers' superannuation fund.

Ms. Gigantes: Okay. Let's start the discussion in a wider framework, then, since that

seems to be the way you're operating, though that's not the way you're discussing it with us.

Let's talk about how you're operating. What you are doing is saying to us that you will have a balanced budget in 1981 and you will achieve that by curtailing expenditures by the province in a certain manner over the next few years. That will leave—let us take two items in your budget each year. One is called your Edmonton commitment payments and another is called your education legislative grants. As the Edmonton commitment payments begin to include the superannuation, those payments become smaller at the local level of government. There is no other way of understanding it. That is a fact of the matter.

That concerns me; not just in terms of the moneys but in terms of the principle involved here. The cutback is occurring now, even though you say in your budget there will be no basic change in the way you deal with the fund until you have had extensive discussion with school trustees, teachers and others, and that it won't begin until after the report of the commission.

The fact is that well before either of those two items occur you have already begun a process in your budgetary approach which means that what is left over for our Minister of Education when he comes to seek approval on legislative grants is something like 4.79 per cent in terms of an increase. It is nothing like the increase in your provincial budget. And we know how that crunch is coming through. You can juggle these figures around, but essentially it is part of your cutback because of the subtraction of such items as the superannuation payments by the province from the amounts that you consider are owing to local levels of government, including local school boards.

Hon. Mr. McKeough: I hate to disabuse you of that line of reasoning. We are a long way between a supplementary payment into this year's supplementary estimates and the amount of general legislative grants which the member obviously feels are too low. I think that is something she should take up during the Education estimates with great respect, or during the budget debate.

Ms. Gigantes: I would like to put it to you, Mr. Treasurer, that I expect before this year is out we will be presented with another payment of \$107 million. This rolls on and on, it is a commitment that the province is going to have to meet, and it will be subtracted from this year's payments to local levels of government. Let's not kid ourselves.

Hon. Mr. McKeough: No, it's not.

Ms. Gigantes: Well, when are you going to subtract it? Are you going to wait until 1981 and subtract it all in one crunch?

Hon. Mr. McKeough: I have also indicated in this budget that obviously after we are through with property tax reform and grants reform we will have to redefine the total commitment. But whether general legislative grants gets an increase of 4.79 per cent or 10.79 per cent is not affected by this. But we are attempting to show the taxpayers of Ontario how much money is in fact going into education.

Mr. Laughren: But you redefined the commitment already; be fair about that.

Hon. Mr. McKeough: But that has nothing to do with this decision.

Mr. Laughren: That's fine. You still redefined the commitment. You admit that.

Hon. Mr. McKeough: I admitted that in September.

Mr. Laughren: You said, "without apologies."

Hon. Mr. McKeough: That's right.

Ms. Gigantes: Could I continue on a couple of other points, Mr. Chairman?

Yesterday, Mr. Wells talked to us about a prepayment which Mr. Van Horne raised with you, Mr. Treasurer; a prepayment made on March 15, 1977. It was a prepayment part of the bill that would have come due in the 1977-78 requirements for the teachers' superannuation fund. The prepayment was \$36.9 million. I think Mr. Wells and the ministry have had difficulty figuring out what that prepayment was meant to cover. Certainly the explanation we had from him in December of what that prepayment amounted to was different—by some \$16.9 million—from the figures we are now being given.

When he discussed this with us yesterday he talked about the prepayment as a kind of slip-year financing. In other words, you were prepaying the amounts that will be due from the province into the fund, prepaying in one fiscal year for the next fiscal year.

It seems to me that in fact what we are looking at when we discuss with you the supplementary estimates now before us is a kind of reverse slip-year financing, because what you are telling us is that if you didn't pay this up before March 31, 1978, the Provincial Auditor would be on your track; and I agree with you; he would have been. This is slip-year financing that's going backwards, not—as Mr. Wells was suggesting to us yesterday—slip-year financing that was going forwards.

[5:30]

I found it quite extraordinary that we haven't had—and the minister obviously hasn't had—enough of an explanation of what's happening with this fund to be able to give us a clear explanation, which I have absolutely no doubt he wished to do during the December supplementals. What the ministry has been feeling from a lot of committee members is some resentment of the difficulties he has been having, which seem ultimately to be the responsibility or even the fault of the way that Management Board and the Treasury have been dealing with payments into the fund.

Hon. Mr. Wells: I don't think I put it as difficulties I was having; I think the only thing I was sharing with the committee was that a lot of these decisions are not made by the Ministry of Education but are made by Management Board and the financial analysts in TEIGA. I was just being very frank; and, as the Treasurer would know, this is where these decisions are made, quite apart from the Ministry of Education.

Ms. Gigantes: And Mr. Wells is quite accurate in describing what he said to us, and he said very much the same thing in December. He said to us that he really felt that it was not appropriate for a ministry such as his to be coming to a committee such as this one and to be held responsible for payments then and payments missing that the Treasurer and Management Board have been working on.

Hon. Mr. McKeough: He suggested on several occasions that this should be in my estimates rather than his.

Ms. Gigantes: I would like the Treasurer to know that there is some feeling in this committee that the minister's suggestion is entirely in order. I would also like to put to the Treasurer that when he says—and it's the kind of phraseology we hear very often from him—that the teachers' superannuation fund presents him, in the government, in control of Treasury, with big bills, I'd like him also in the same breath to be honest enough to say that he has borrowed \$2 billion out of this fund over 12 years, at very nice rates. And that for a treasurer it's very pleasant to have that kind of pot to dip into at very nice rates. I think it is important for him, as Treasurer of this province, to be honest enough to make that point. At the same time he wrings his hands about the big bills being presented to him for the teachers' superannuation fund.

The Treasurer may tell me now that the supplemental we are dealing with won't be

subtracted from the 1978 commitments to local levels of government—if we can call them that any more—under the Edmonton agreement. But we'll get another one, and you can bet it is going to come off, and you know it is going to come off, and I'd appreciate your being honest with us about that.

I also want you to know that, as a member of this committee, I feel a real apprehension about a Treasurer who will suggest—and Mr. Wells apologized for you yesterday—that teachers will have a right to invest some of their hard-earned money in private funds—some of which had to be earned out on the picket line because of this government—if they give up the quid pro quo, which in the language you have just used with us almost suggests that you are willing to undo decades of a commitment to the teachers of this province that their superannuation fund is guaranteed by the province of Ontario.

Hon. Mr. Wells: I don't follow that questioning at all.

Ms. Gigantes: I didn't ask you to.

Hon. Mr. Wells: No, but you said I apologized—

Ms. Gigantes: I'm not fighting with you.

Hon. Mr. Wells: I didn't make any statements like that yesterday at all.

Ms. Gigantes: Yes, you did. You were explaining in very graceful language what you thought the Treasurer was about; I consider that an apology.

Hon. Mr. Wells: No. I think it is fair to indicate to the Treasurer that I was explaining that if you had the responsibility for investing the fund, apart from investing in government bonds—and I think the line of questioning was following this line—that if these moneys had been invested at a higher interest at some time there would now be a lesser unfunded liability. The logical conclusion to that was that if the investment policy—the commission having the right to put the money anywhere it wished—might not gain any interest on the funds, that the unfunded liability could be even more immense than it is now; and that being the occurrence, they would have to have some quid pro quo or some accountability to make them very careful in how they invested it. That's what we were getting at, and I think that's a perfectly logical thing.

If you're responsible for investing a fund, you have to feel that if you invest it badly and it increases the unfunded liability, you're going to have some responsibility for that particular problem too. To have the respon-

sibility to invest and then to feel that you can come back to the province and say that it's your responsibility now to pay a much much greater unfunded liability, I think that would be wrong.

That's what I was getting at yesterday. I certainly wasn't apologizing.

Ms. Gigantes: Mr. Minister, there is no doubt in my mind that you are not interested in dumping the teachers' superannuation fund, but there is some doubt in my mind about the Treasurer's attitude.

Hon. Mr. McKeough: I listened to that brief and it's very simple. If they and the trustees want to invest their money, then I think it would be the height of irresponsibility for the province to go on guaranteeing it.

Ms. Gigantes: What happens if London Life Insurance collapses?

Hon. Mr. McKeough: What happens?

Ms. Gigantes: How does the province guarantee that that won't happen?

Hon. Mr. Wells: They don't.

Hon. Mr. McKeough: They don't.

Ms. Gigantes: The province has control over funds like that.

Hon. Mr. McKeough: We certainly do not.

Ms. Gigantes: You set up regulations to make sure.

Hon. Mr. McKeough: We don't guarantee what London Life does. If you have a policy with London Life that pays \$10,000 on death, there is no guarantee from this government or from the government of Canada that you're going to get that money.

Ms. Gigantes: There are regulations under which London Life operates, which means that there will be responsible behaviour.

Hon. Mr. McKeough: There's a big difference between that and a guarantee.

Mr. Laughren: But the unfair argument that you're using, Mr. Treasurer, is that if the teachers wanted to invest their own funds with the trustees, you would then say "Well then, I'm not going to be responsible for the unfunded liability part". I believe that's what you said.

Hon. Mr. McKeough: It wouldn't necessarily follow that there would be a future, unfunded liability.

Mr. Laughren: Yes, okay, fair enough. If the matching contributions had in reality been made over the years, such as the teachers have been calling for for so long—the minister knows that and so does the Treasurer—then that would alter enormously the picture in the viability of the fund as well. So it's not quite

straight to use the argument the way you're using it.

Hon. Mr. McKeough: I disagree.

Ms. Gigantes: I would like to make one more comment. I think that the feeling expressed both by the Minister of Education and also in a supplementary kind of reaction to us this afternoon by the president of the OTF, that the Treasurer—being responsible for the payments or non-payments into the teachers' fund when and how he wishes and subject only to the scolding of the auditors and such noise as we can make in a committee like this one—should be the one who comes before the committee—this committee or another committee—to talk about how these accounts are being handled.

The Minister of Education is obviously in the very uncomfortable position of not really having the control over how the accounts are handled. He has to come here before us and deal with bills on which he can barely put together the figures. I don't think he has been given enough information, nor do I think he should have to handle this.

I do think it appropriate, as both the minister and Mr. Carey have suggested to us, that the operation of the fund in terms of its policies and how those policies may change—in fact whether or not the whole fund will be shifted to local school boards for financial operation—is something in which the Minister of Education has a very appropriate part to play. I would hate to see it any other way. The history of the teachers' organizations in Ontario and their rapport over the years with the Ministry of Education of this province in building up a fund that has benefited the province of Ontario and provided a decent kind of retirement plan for the teachers of Ontario is a very fine one. I would not like to see the basic direction of that close association on the question of the teachers' pension plan changed; not at all. But I do think that among members of this committee and even with the minister, you will find a feeling—which we will probably express quite strongly at the end of this discussion—that you should take direct responsibility for what you're doing with this money.

Hon. Mr. McKeough: In what way?

Ms. Gigantes: I would like you to bring the figures to the committee.

Hon. Mr. McKeough: Well, this happens to be part of the minister's estimates.

Ms. Gigantes: We should change that maybe.

Thank you.

Mr. Sweeney: A couple of questions, Mr. Treasurer. What was the impetus for you

putting that statement in your budget this year? It has never been in before; why this year?

Hon. Mr. McKeough: What statement is it?

Mr. Sweeney: The one about the possibility of you transferring it to the—

Hon. Mr. McKeough: Well, the member for London Centre (Mr. Peterson) would say it was because of his speech last year.

Mr. Sweeney: No, I mean, seriously.

Hon. Mr. McKeough: It is now stated Liberal policy in two budget replies.

Mr. Laughren: That's why you did it, eh?

Mr. Sweeney: Mr. Treasurer, I'm sure there's got to be a reason other than that.

Hon. Mr. McKeough: We discussed this during my own estimates a year ago in this room. Certainly we would like to, and it follows logically from OMERS. I don't think you would treat OMERS one way and ultimately treat teachers a different way. Perhaps that decision will be made. But I invite you to read what Mr. Peterson has said in replies to two budgets; and what your leader has said. He would like to reduce the availability of money to loan to the government. That happens to be your stated policy. I'm not saying that's why I put it in, but it happens to be your party's policy.

Mr. Sweeney: Well, that's what I'm asking. Why did you?

Hon. Mr. McKeough: Because that is what I believe.

Mr. Laughren: I could have sworn I heard you say that

Hon. Mr. McKeough: This is what I believe.

Mr. Sweeney: Okay, that's what I want to hear you say

Hon. Mr. McKeough: It so happens that Mr. Peterson agrees with me or I agree with him.

Mr. Sweeney: Forget Mr. Peterson for the moment.

Hon. Mr. McKeough: Oh, I don't want to do that. He needs all the help he can get and all the support he can get.

Mr. Sweeney: Are we to understand then that you see over, let's say, the next five or six years, that in fact it will be your policy to get your funds from some other source?

Hon. Mr. McKeough: That's what this budget says, yes.

Mr. Sweeney: That's what I'm asking.

Hon. Mr. McKeough: But I don't think for one minute that this paragraph is enshrined. It obviously says that before this would

happen there would have to be discussions with the trustees, with the teachers, with other people; and had this paragraph not been in, the very logical conclusion which one would come to is—why isn't it? You're prepared to move out of borrowing from OMERS and to let them invest all their funds over a two-year period in marketable securities or securities other than government securities.

Ms. Gigantes: Ontario Hydro.

[5:45]

Hon. Mr. McKeough: Which is a marketable security. I think if the paragraph hadn't been here the teachers, among others, would have been asking what's going on. This really confirms the discussion I had with them. I'm sorry I don't have the date or the particulars and I'm not sure who it was with, but I think it was with the Ontario Teachers' Federation as I recall.

Mr. Kennedy: It was prior to this brief, though, which is dated at the end of January.

Hon. Mr. McKeough: It ties in with the brief, certainly.

Mr. Sweeney: Can we assume, Mr. Treasurer, from the last part of that statement, that you're going to have discussions with the teachers and the trustees in the municipalities? If it is their recommendation that there not be a transfer, are you open to that? Or have you made your own commitment that you're going to go that way anyway?

Hon. Mr. McKeough: We're really looking at something two or three years hence—two years anyway.

Mr. Sweeney: That's what I'm looking at, though—your sense of vision in this matter.

Hon. Mr. McKeough: Mine?

Mr. Sweeney: Yes. I'm assuming you have one.

Hon. Mr. McKeough: Obviously, before a change like that there would be a bill in the Legislature. There would have to be discussions. I'm really not clear in my mind, and I don't think anyone is, in what direction the Canada Pension Plan is going. You read some of the briefs which have come into the royal commission, they would abolish the teachers' superannuation fund, the public service superannuation fund and have one glorious Canada Pension Plan which would look after everybody. I think that debate is going to have to be settled first before we get to this, and that is two or three years away.

Mr. Sweeney: Let me take it from another tack—

Hon. Mr. McKeough: But certainly I would say this. I don't think we would want to impose on the teachers or the trustees something which was not acceptable to them. I'm sure that will be the case.

This isn't something new in that brief. The teachers have been saying this for some time. Ms. Gigantes feels we have been borrowing \$2 million at a very favourable rate of interest. I'm not sure that it's that favourable. When I look at the liability we now have, it would have to be a lot more favourable than that to make it worthwhile.

But it would not be something that's imposed, no.

Mr. Sweeney: Okay. Another section of the same question.

If in fact you are to balance your budget by 1981, would that necessarily mean you would have repaid the total borrowings from the teachers' superannuation fund?

Hon. Mr. McKeough: No, no.

Mr. Van Horne: You should be so lucky.

Mr. Sweeney: At what point in time do you envision that those borrowings would be repaid?

Hon. Mr. McKeough: As they come due—these would be rolled over, I suspect.

Mr. Sweeney: How long a period—about 40 years?

Hon. Mr. McKeough: Oh, I haven't any idea. There is no projection on that. I don't know how long those debentures run.

Mr. Sweeney: You have made a practice sometimes in the past of calling those debentures in sooner and adjusting them. Is that not correct?

Hon. Mr. McKeough: Teachers' ones? I think we have increased the interest rate, as I recall.

Mr. Sweeney: That's a different thing from in fact paying it off then? You changed it.

Hon. Mr. McKeough: Yes.

Mr. Sweeney: Okay, what—

Hon. Mr. McKeough: That, in effect, increases our yearly interest payment which therefore would decrease an actuarial liability at any given point in time.

Mr. Sweeney: I'm not quarrelling with that, but what in fact you're telling me then is that you wouldn't have any intent at this point in time of paying them off earlier than what the bonds call for.

Hon. Mr. McKeough: No. I can't foresee that.

Mr. Sweeney: All right. What was the impetus of moving from your slip-year way of doing things to doing it by current year?

Hon. Mr. McKeough: The Auditor's report, really.

Mr. Sweeney: You seem to be going in two directions though.

Hon. Mr. McKeough: We went one way last year and he checked us—properly so; I accept it. There was some difference of opinion over the \$30-odd million, but it isn't worthwhile debating. He checked us up and I think this year we thought we could get away with just putting in the first \$100 million, and it was drawn to our attention rather forcefully that he would be criticizing us if we didn't come right up to date. So we did.

I can't give you the sequence of the timing on all of the discussions, but I do recall that when the report came in I think some people pointed out to us that we would really have to make two years' payments in one. We said, "To hell with that. We'll take 11 years to pay off the deficit, rather than 10, or we won't start till the first year." It was correctly pointed out to us that the Auditor would not be happy with that so we could look forward to 10 years of Auditor's comments saying, "You're one year behind." On that basis we decided to make it up.

Mr. Sweeney: So by doing that—

Hon. Mr. McKeough: So that as of April 1, to the best of our knowledge, plus whatever actuarial deficiencies have built up in any one of the—three plans, I guess since December 31, 1976—so far as we know as of March 31 next we are going to be current. I don't think we can look forward in the 1977-78 Auditor's report to any rapping of our knuckles.

Mr. Sweeney: Okay, one last question. Where, at this late date in the fiscal year do you find \$107 million?

Hon. Mr. McKeough: We found it in December, I guess. We declared it earlier than that.

Mr. Sweeney: Wait, now. There are two of them though, eh? There was \$102 million in December and now it's \$107 million.

Hon. Mr. McKeough: Where the savings are shown on page 4—I guess it's outlined in C.

Mr. Sweeney: We're talking of almost \$210 million altogether, approximately.

Hon. Mr. McKeough: It's listed in C, on page 4—what we added to the budget during the course of the year and what we subtracted from the budget during the course of the year. The \$210 million is the first item. Those figures don't line up in any way. Management Board achieve savings wherever they can. One doesn't match up with the

other. I mean, the \$210 million—well, there isn't a \$210 million item up above—

Mr. Van Horne: Yes, there is; it's over there, and that's the sum of the two.

Hon. Mr. McKeough: Yes, but the \$210 million we didn't save—that figure is too big; it isn't set off against government-wide overhead, land acquisition and loans and advances. Management Board are looking to savings during the course of the year and of course they have to pay higher-than-budgeted bills as well.

Mr. Sweeney: Let me go back and put it another way then. I understood when you came up with the \$102 million supplementary in December that you had done a fair bit of juggling.

Hon. Mr. McKeough: Even then, yes.

Mr. Sweeney: And it seems it was only a couple of months later when you came up with another \$107 million. It's difficult for someone in my position to understand where you can find \$107 million more—and again, in this short period of time when you had difficulty getting the first \$102 million.

Hon. Mr. McKeough: Well, it's in the \$491 million. I can't tell you what part of the \$491 million is pre-December or November or whenever it was and what is after that. I don't think we could identify it all. There are year-end savings that could be made in a whole host of accounts and Mr. Auld simply sent out word that he wanted them saved. In addition, we had already saved the \$92 million and he said he wanted the \$100 million—and something to be found and ministries found it. But I don't know what the dating on that \$491 million savings is. Some of it I think is not even yet found, if I can put it that way. Some of it is experience so that we know there will be savings in certain accounts at the end of the year.

Mr. Sweeney: By March 31 you mean?

Hon. Mr. McKeough: Yes. Well, really by April 30 because we have the two months really in one because we run the accounts—it's until April 21 or 23 or something. It's the only month we set up an accounts payable really, which is the reason you get the big spending in March as well because there's two months' spending there.

Mr. Sweeney: Is there any limit as to how much you can find when you are told to?

Mr. Van Horne: Yes, this year it's beyond \$491 million.

Hon. Mr. McKeough: These figures were as of December 31 pretty well. They've been updated a bit. The budget was based on January 30 figures; not even 31; not even

February end-of-month figures, all of which boiled down to cash requirements of \$16.14 million which happened to be the same amount as December 31. So we were estimating the same way.

When we finally close the books about the end of April, as of March 31, I won't undertake that it will be \$16.14 million; it's going to vary from that plus or minus. I indicated to the staff the other day that I thought probably we would put out a final quarterly statement. So the \$491 million may be more or less than \$491 million and the three-whatever-it-is increase may be more or less than that amount. The figures are still changing even now.

But as to the limit—and this is a plus, I think, and a credit to the civil service—contrary to what some people think, including myself at some point in the past, living as we have with restraint, the deputy ministers and the ministers, but really the deputies, have grabbed hold of this problem and when the call goes out that we have to make some savings, they do. They put off, I suppose, some purchases or some other things and they don't spend it on something else. What is amazing is that year-end savings like this, this will be the third year in a row, have materialized—not as much two years ago; they were in-year—but we think they will be the same at the end of this year.

I guess you can't have it both ways because my colleagues all say they haven't got enough and yet they end up with year-end savings. Well, if you say that too loudly, then they won't be there in other years. So there is some flexibility in the board's approach.

I think you will notice there a saving—is it of \$10 million on general legislative grants? I think so. The formulae are devised in November and December—a year ago—and when the formula is there and the number of pupils finally come in, the \$10 million simply isn't paid out. That isn't a saving. In that case I guess it was an overestimate. A number of them were of that kind.

Mr. Sweeney: Okay.

Hon. Mr. McKeough: And so were some of the increases we are estimating that could have been a little bit better on open-ended things.

Mr. Chairman: Mr. Laughren, you are next on the list but Mr. Van Horne has to be away tomorrow. Would you agree to let him in?

Mr. Laughren: No problem.

Mr. Van Horne: My questions, hopefully,

will be rather brief. There are two of them, Mr. Treasurer.

Regarding the moneys we are looking at for the years 1977-78—talking just of teachers' superannuation fund—the first amount we voted for was \$105,245,000 and the next was \$19,675,000. Then we had \$14,520,000. That adds up to \$139 million. Then we take the two supplements, and that is \$102 million and \$107 million, and that gives us a total of \$349 million.

But when I look at your budget paper—table C9 on page 25—that comes out to \$387 million. So there is a little discrepancy, and I am wondering if that is between \$349 million and \$387 million—there is \$38 million there. Would someone get an explanation for me? Not necessarily now. Maybe the \$39 million was prepaid, I don't know. That may be the same number we were tripping over earlier in the day when you were not here.

Hon. Mr. McKeough: That is the \$39 million that we were tripping over earlier.

Ms. Gigantes: I think it could be.

Mr. Van Horne: Would you mind checking that please? Table C9—page 25.

Hon. Mr. McKeough: It shows \$387 million as the interim amount, and you have figured it out differently?

Mr. Van Horne: My numbers come to \$349,454,000. That may be the \$39 million that we were looking for earlier in the day—that might be the difference, I don't know—or close to it. That then ties in with another question we had put to the Minister of Education. Perhaps it should more properly have been put to you. That is, could someone in the staff of both ministries, or however it is worked out, compile for us a total chronology for the year 1976-77 and also 1977-78, for the various payments made? Then could they give us the total numbers, like the payment for the initial unfunded liability, various interests and so on?

Hon. Mr. McKeough: That is this three times.

Mr. Van Horne: But then we come up with other numbers. I think Miss Aboud was indicating earlier that there was a Management Board number that came into play of however many million dollars—

Hon. Mr. McKeough: You want that whole story for the year?

Mr. Van Horne: Yes.

Ms. Gigantes: Mr. Chairman, if I could add to that, I would like to start with 1975-76 and run it through to the estimates that we will be getting now. Further, I think

what we are looking for is not just a chronology but a breakdown in a format that is possible for lay people to understand.

Mr. Van Horne: I guess the other request I would make of you, if I could go back to page 13—Ontario's delivery under the original Edmonton commitment—would one of your staff do a projection into 1978-79 so we can compare numbers? I again have the feeling that there is a fairly significant negative cumulative balance.

Hon. Mr. McKeough: Yes, we can do that.

Mr. Van Horne: Thank you. Thanks very much for being here. I think I have learned a little bit today and hopefully that will bring us to that "levelling with the public" comment you made on December 8 to the Canada Pension conference. I am sure that is the purpose of the exercise today. Thank you.

Mr. Chairman: I think the committee—with two minutes to go—might as well adjourn. The information that we want tomorrow then is the chronology, the breakdown in the format, the projections into 1978-79; basically that is it.

Ms. Gigantes: And the explanation of that interest item.

Mr. Chairman: Right, and the explanation of that.

Is it the committee's desire that the Treasurer return at his convenience? What is the wish of the committee in that respect?

Mr. Van Horne: As far as I am concerned—again we are dealing with two things, Mr. Chairman. The Treasurer just made an aside that it may be difficult to have this by tomorrow. That leads us into Thursday and of course followed by Friday, and no one is going to be here. I perceive what we are asking for to be information that will assist particularly in the estimates for 1979. I am quite prepared to accept it as that. I would be quite content to move on the supplementary in the last two minutes we've now got, because that's almost a foregone conclusion, and then get the information as requested and have it available when we go into the estimates for next session.

[6:00]

Ms. Gigantes: Could I make an alternative suggestion? The Minister of Education has indicated to us that he would be prepared to gather together by tomorrow the information concerning the estimates that we've dealt with from 1975-76 on, up to and including the current year's estimates. I think that before we pass the supplemental it would be

good for us to look at those figures and go through them. If the other pieces of information that we have asked the Treasurer for take longer, it seems to me we could treat that as a separate item.

Mr. Van Horne: We've got committee problems tomorrow. We've got an attendance problem. I'm being very candid with you. On my own part I have to be away from here as of about 2 o'clock in the afternoon. It's too bad but that's how she goes.

Mr. Chairman: I point out to the committee that any information we don't get tomorrow will have to be given in another form. These estimates will have to be passed by tomorrow night. Any information, such as the projections into 1978-79, could be given in another way. I am sure the Treasurer could table them in the Legislature and that that would look after that problem. I suggest we proceed on that basis. If it's agreeable to the committee, we will reconvene at 1 o'clock tomorrow afternoon.

Mr. Van Horne: I'm prepared to move on these right now.

Mr. Chairman: I think Ms. Gigantes has made the point that she would like the information from 1975 forward and be able to review it. If that's the wish of the committee, we'll decide on that.

Mr. Sweeney: That's one person on the committee.

Mr. Chairman: I'm in the hands of the committee. It's whatever the committee wishes. Mr. Van Horne has suggested that we pass the supplementary estimates now. Ms. Gigantes has indicated that she would like to get the information which the ministry is getting and will be getting over the evening and tomorrow morning. What does the committee wish?

Mr. Kennedy: I'm just asking how could the committee accommodate Ms. Gigantes'

request by passing them now and still accommodate the information she requires.

Ms. Gigantes: I don't see, if Mr. Van Horne is willing to pass the estimates now, why in his absence he wouldn't be willing to have us pass them tomorrow. If I could ask one member of the committee—

Mr. Kennedy: I think the answer to your question is if they are passed tomorrow, what's the difference? Why not do it now?

Ms. Gigantes: Because I consider it more responsible in my role of legislator to have the information I feel I need—before I come to a vote.

Mr. Kennedy: You can have it.

Mr. Van Horne: The information has been presented to us in bits and pieces, and I would like to have a summary of those bits and pieces before we get into next year. As far as this is concerned, I am satisfied.

Mr. Chairman: What is the wish of the committee?

Mr. Sweeney: I move that we pass on the estimates now.

Mr. Chairman: It has been indicated that the supplementary estimates of the Minister of Education be passed.

All those in favour of the motion, please signify.

All those opposed?

Ms. Gigantes: I'll abstain; I'm not against passing the estimates, but I can't see—

Vote 3003 agreed to.

Mr. Chairman: That concludes the supplementary estimates of the Minister of Education.

Just as a footnote, is it possible to get the information to Ms. Gigantes and the others tomorrow?

Hon. Mr. Wells: Yes. We'll have it tomorrow, for anybody that wants it. We'll get it to them.

The committee adjourned at 6:05 p.m.

CONTENTS

Tuesday, March 14, 1978

Teachers' Superannuation Commission	S-3
Adjournment	S-24

SPEAKERS IN THIS ISSUE

Gaunt, M.; Chairman (Huron-Bruce L)
 Gigantes, E. (Carleton East NDP)
 Kennedy, R. D. (Mississauga South PC)
 Laughren, F. (Nickel Belt NDP)
 McKeough, Hon. W. D.; Treasurer, Minister of Economics and Intergovernmental Affairs
 (Chatham-Kent PC)
 O'Neil, H. (Quinte L)
 Sweeney, J. (Kitchener-Wilmot L)
 Van Horne, R. (London North L)
 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)

From the Ministry of Education:
 McLellan, E. M., Acting Deputy Minister, Administrative and Financial Services Division.

From the Ministry of Treasury, Economics and Intergovernmental Affairs:
 Albuquerque, V., Economist, Taxation and Fiscal Policy Branch.
 Barclay, R. M., Director, Budget Services Branch.
 Stouffer, D., Actuary, Pension Policy, Taxation and Fiscal Policy Branch.

From the Ontario Teachers' Federation:
 Carey, J., President.







Government
Publications

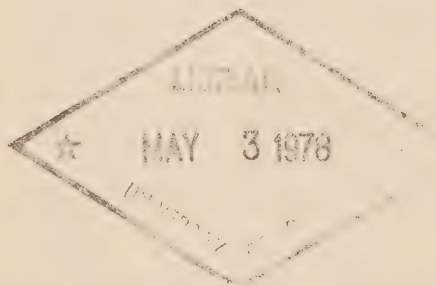
No. S-2

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Culture and Recreation



Second Session, 31st Parliament

Tuesday, March 28, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. (Phone 965-2159)

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

TUESDAY, MARCH 28, 1978

The committee met at 3:25 p.m.

ESTIMATES, MINISTRY OF CULTURE AND RECREATION

Mr. Chairman: The committee today is studying the estimates of Culture and Recreation. As you know, 12 hours have been allocated for consideration of these estimates. In view of the fact that it appears that as a committee we are going to start the hearings on the OHIP premium raise next Wednesday, April 5, it was suggested that perhaps we could sit this afternoon, which would take in two and a half hours. Then if we sat from 1 until 6 tomorrow afternoon, that would give us five hours. We could complete the consideration of these estimates prior to April 5. What is the view of the committee in that respect?

Mr. Kerrio: I concur.

Mr. Grande: Mr. Chairman, I do have commitments for tomorrow afternoon.

Mr. Chairman: We would be sitting in any event, Mr. Grande, from 1 until 4.

Mr. Grande: That is correct. I was going to ask whether it would be possible that we could rise tomorrow afternoon before 5 o'clock?

Mr. Chairman: You would be agreeable to sit from 1 to 5?

Mr. Grande: That would be best for me, if it is at all possible.

Mr. Chairman: I think that would accomplish our purpose. We could get in an extra hour. Does the committee concur with that, that we'll sit from 1 to 5 tomorrow?

Agreed.

Mr. Chairman: The minister has an opening statement.

Hon. Mr. Welch: No, Mr. Chairman, I don't have an opening statement as my custom is to provide more time for the exchange between ourselves and members of the committee. I would prefer simply at this stage to table the 1978-79 estimates of the Ministry of Culture and Recreation and indicate that it would be a far more meaningful exchange if I was responding to the questions and comments that were on the minds

of the members of the committee, rather than attempting to anticipate them with a very long but yet very interesting statement, which I would have put together during the Easter break, but which I didn't do.

Perhaps with those introductory remarks I could simply indicate I am looking forward to going through these estimates. It seems just like yesterday we were doing this for last year since it was in late November and early December. We can bring ourselves up to date from that particular discussion time as well.

Mr. Grande: Do you realize that you haven't had an opening statement yet since the ministry got started?

Hon. Mr. Welch: In my 12 years in cabinet you'll have great difficulty ever finding an opening statement from this minister on estimates.

Mr. Grande: I see.

Hon. Mr. Welch: Actually, I would hope the hon. member would take note of the fact that since you have only 12 hours, I have deliberately not taken up a half hour of that 12 hours with a statement which might have no bearing at all on what is in your mind. I'm really giving this committee a half an hour extra to discuss matters of far more importance than what might be in my statement.

[3:30]

Mr. Kerrio: It's true in fact it is only since November 29 to December 7, 1977, that we were considering the estimates. While not a great deal has changed in that time, I think I have been very consistent in my role as critic of this ministry in my perennial opening remarks having to do with my concerns about increases in the ministry.

I have said from the outset that if there were any ministry in all of the government that certainly should hold the line, it should be this one. I'm sorry to say that such is not the case. I would just reaffirm my position that in the everyday life of the citizens of Ontario when belt tightening is considered, certainly those areas that would first be addressed would be the areas of culture and recreation.

I'm not suggesting that we cut back, but certainly we have been allowing ourselves to think that a percentage decrease in the increase is somewhat in keeping with modern thinking. I have to suggest to you, Mr. Minister, that in those areas in this ministry where there should have been restraint, I think—and I still do, I can't change my mind on that—if there was one ministry that should hold the line, it's this one.

Going back into some of the comments that were made in the Henderson report, for instance, they suggested that this ministry be held to a five per cent increase over the next three years. That's even going beyond what I would have considered responsible government. I would touch on a few areas where I think that the increase is unconscionable.

The Treasurer (Mr. McKeough) decided in assessing all of the Civil Service complement that it was ineffective to talk about numbers of people, but that dollar control was going to be the route to go. I bring that into the argument because if that is the type of consideration we're to give, then the dollars would be meaningful and we could relate to those as we get further into this budget.

I think one of the themes that I will pursue diligently again—this has been a theme from day one, it now being my third estimates and one or two sets of supplementaries—is a reassessment of Wintario. Mr. Minister, you've said on many occasions that it was with the concurrence of the whole House that Wintario funds are directed as they are. I'd suggest to you, if you would take it as a bit of a challenge, that if you put that to the vote of the House now, such might not be the case.

Interjection.

Mr. Kerrio: Notwithstanding that a couple of members on my side—I know you were going to say that, Tony, so I thought I'd throw it in—feel so inclined—

Hon. Mr. Welch: That would grow.

Mr. Kerrio: —I can't do much about that. That's the democratic process functioning right before our eyes. In any event, I think I've been consistent in that particular feeling. I think the entitlement we have to our own opinion is one of those that makes for better government. I hope it does. I have to think that since the inception of this ministry, we haven't seen a greater change in the economics of our province. It becomes more and more significant when we sit in the Legislature and talk about OHIP premiums and many aspects of government

going up in a spiral that we can hardly put the damper on. You look at these funds as though they are Monopoly dollars and not real dollars. And you, Mr. Minister, have suggested on many occasions that you could justify this position. From your standpoint that might be true, but I'm suggesting that over the 10 years in which the economy sailed along as though we could spend any number of dollars and could find the funds to pay, that that is no longer true and that we are now faced with reality.

The question was raised on the floor today that the Niagara Peninsula be considered for DREE help. I just have to think that all of the money we're talking about today—and if you wanted to, bring in other ministries—is borrowed money. If we were to go through enough ministries to account for the deficit, you'd have to concur that, really, we're talking about budgeting on borrowed money and paying a big percentage for it. I just wonder how long we can continue along these lines, faced with the realities that we are faced with on all sides, of a real assessment of the whole situation and maybe a tightening of the belt.

I wonder, when you consider the kind of new thinking that prevails, if I could draw somewhat of a parallel; it might have been unheard of 20 or 30 years ago, for instance, to borrow money to go on a vacation, because the trauma of worry about repaying the loan after the vacation took away any benefits the vacation might have given you.

Now whether we are getting so far in our society that we can borrow literally millions, and into billions of dollars, and not be concerned, I hope those people are right and I'm wrong. I have a real feeling that the time has come when we have to address ourselves to priorities, to what is best for the citizens and to what degree we spend borrowed money; and I have to think that this particular ministry is one that should really set the tone and really do something meaningful about priorities.

When I talk about Wintario funds—and the minister has already given his feelings on this matter, that we wouldn't want to fund a health program or anything else on lottery money—I'm suggesting that in the Provincial lottery, where we are setting aside funding for the kinds of research from which people are going to avail themselves of results—if in fact they end up in cleaning up the environment and in finding cures for various ailments that don't exist right now—if I were to suggest to you that those areas in all probability may have a higher prior-

ity than funding hospital beds or medical care; I don't know, it's a matter of where your priorities lie.

Mr. Minister, you attended with me the opening of temporary quarters in Niagara, at the Centre for Youth Care, for disturbed young people, and it seems that we are getting many calls for help in those areas. I'm suggesting to you, and I've been criticized for this, not only—Mr. Minister, your point is well made when you suggest there are members within my own party; that is true, because as I suggested people are entitled to their own opinion. Priorities are such that the year we were looking for \$500,000 to build this facility we gave over \$1 million increase to the arts council. While I could show you some of the things that I can't believe should have high priority in the arts council, it has to do with some animal books that I won't get into again—

Hon. Mr. Welch: Have you read them?

Mr. Kerrio: Yes, I have. Actually, what I have done is I have written to the Governor General. I am anxious to see if he endorses such literature without reading it, and I will share his answer with you.

Mr. Grande: It's part of the Half-Back program, isn't it?

Mr. Kerrio: I am only relating these dissociated matters just as comparisons for what I consider a lack of a high priority. One of the areas that concerns me is the quite recent ability of upper-income groups to avail themselves of Wintario money. It has just been a way where people of means have had someone in their organization suggest that they have the plans for a \$200,000 expansion and that maybe if they applied to Wintario they would get 50 per cent funding under the existing criteria. I am not suggesting that there is anything wrong with that, Mr. Minister. I would like you to know this. I have not been critical of the disbursement of these funds, for a very good reason. I don't think that any particular areas have been given preference with Wintario dollars. I feel that all areas have been treated equitably. I wouldn't suggest the contrary for a moment, but what I am suggesting is, and it is going to be particularly difficult as time goes on, when upper-income groups begin to reach into public funds—and that's what they are, let's face it—there is something wrong with the system. I think that as you get into more remote areas of Ontario, even though the criteria change and the matching funds change, in the areas where the need is the greatest we find people who, even if it

was a quarter or less, sometimes couldn't come up with matching funds. I know there has been some assessment made of work as a part of the funding and I concur that that has been part of an exercise to attempt to make them possibly more able to qualify.

I will get more specific, but I want to highlight some of the areas that I am primarily concerned about, because I do think that we went into many votes last time that are not going to change, except where there is a fair change in figures. I think one of the areas that concerns me as far as Culture and Recreation is concerned, is that while the Premier (Mr. Davis) himself suggested in some of his remarks that we were going to do a good deal more in regard to the third language groups, I don't feel we really have made the kind of inroads there that we should have done with the policy that was stated. I wonder if we have really done any kind of a job when it comes to your ministry, particularly in its francophone assessment.

[3:45]

I happen to have a bilingual secretary, and we thought as an experiment that we would phone your field offices and speak French, to see what kind of capability existed. It isn't all that bad, but it isn't that good, either.

In phoning the 24 offices we were sort of reinforcing a recommendation by the arts council, as it relates to an investigation by Pierre Savard, that the ministry should employ persons who speak French and who understand the cultural aspirations of Franco-Ontarians, in all its divisions and branches, in each region where there are enough francophones to merit it.

In following up that particular aspect of the addressing of your ministry to francophones, the people were most helpful. It's something that must be said at this juncture, that your ministry and the people in your ministry have been very co-operative. I can't ever recall any member of our staff, whether it be a research person or someone in my group, calling any part of the ministry and not being given full advantage of any information they were seeking.

In this one area, though, I'd like to share with you these facts: We were able to contact 23 of the 24 offices. In eight offices the response was not good; a francophone who understood only French would not be able to communicate with offices in Ottawa, Kingston, Toronto, London or Windsor. In two cases the caller was asked to call back and try again; that was in Dryden and Peterborough. In one case a person from a different department was prevailed upon to answer the French inquiry;

that was in London. Three offices would not speak French and/or would not make the effort to find a person who could communicate in French; those offices were in Barrie, Hanover and Waterloo. The other 12 of the 23 offices could communicate and answer questions raised in French. I thought, Mr. Minister, that a bit of a survey like this, outside of something your staff might do, might be of interest to you and your staff. I'd like to note here on the record that this was a one-time survey and that most ministry respondents were courteous in their attempts to reply to the French caller. But try as they might, of course, there were specific areas where they couldn't answer and were not able to communicate.

Hon. Mr. Welch: When were these calls made? Could I have that information?

Mr. Kerrio: Since we got the estimates, really—in the past couple of weeks. In all cases—and this is, I think, very important—the respondents were very courteous and were trying to help in any way they could. I'm suggesting that it might be a time to take a good hard look at that program, certainly in this particular ministry, to make that meaningful and worthwhile.

Mr. Minister, when I refer to the estimates, I've done something that I think should be done, because it's difficult to try to assess these estimates without taking out Wintario dollars. Is that reasonable, if you follow me?

Hon. Mr. Welch: Yes, I think that's—

Mr. Kerrio: Those figures vary, and I don't think they're meaningful.

Hon. Mr. Welch: I think you should really exclude the Experience programs and Wintario.

Mr. Kerrio: Exactly, because we really don't have much of a basis for comparison if we don't do that. In that way I can compare the original figures for 1976-77 and the revised figures for 1977-78 and 1978-79. By taking Wintario out, the percentage increases are a little bit more meaningful to me because Wintario has changed so much in terms of dollars.

For instance, when I go back to 1976-77, the estimates, excluding Wintario, would be \$108,170,000. Going to 1977-78, they were \$130,011,000. In 1978-79—the estimates before us—we're looking at \$139,829,000, I'm doing that so I can get reasonable percentages.

Hon. Mr. Welch: Let's take a look at those figures right now.

Mr. Kerrio: I was going to ask your staff if they could take a few minutes to do this calculation for us and give them to us a little later on.

Hon. Mr. Welch: If we are going to discuss the rate of increase, I think we should make sure that we are at least talking about the same set of figures.

Mr. Kerrio: And that's why we have to exclude Wintario.

Hon. Mr. Welch: Well, I also remind you that we should exclude the Experience programs; the youth employment program as well, I would think, if we are to make a fair comparison. Perhaps, Mr. Kerrio, while you are carrying on with your questions, we might ask Mr. Tieman to look at this. You want this fiscal year compared to the last two, with respect to estimates, excluding the Experience programs and Wintario?

Mr. Kerrio: Right.

Hon. Mr. Welch: Okay.

Mr. Kerrio: Maybe you would just show them to us for what they are.

So, except for possibly pointing up my concerns as they maybe relate to my age group in thinking about terms of responsibility, I would probably get into more specific questions as they relate to each vote. I would remind you though, in keeping with this kind of thinking, that the last time my resolution was put to the table, the Premier decided that we should go to the electorate and it didn't allow my resolution to have 20 of your people stand against it or get it debated—I don't know. But I would like to put it on the record. It was dated April 29, 1977, and the resolution was by myself.

I moved that in the opinion of this House:

1. All revenue from the Wintario and Provincial lotteries should be deposited in the consolidated revenue fund;
2. The greater portion of such revenue should be directed to provincial medical research and health-related environmental programs;
3. The balance of the revenue should be directed to non-profit organizations for fitness, recreational, arts and multicultural activities, and,
4. That revenue from the lottery should be distributed according to criteria established by the Legislative Assembly and should be reviewed on a yearly basis.

I am suggesting, Mr. Minister, that I drew that resolution up in that fashion to be able to adapt that resolution to the specific need at a specific time.

I think it's one of the reasons that I am so critical of Wintario—and I have to reiterate—not ever suggesting that the fund

was misused or that there was any misappropriation or anything like that. The question that is always uppermost in my mind is: "Are we using this money in the best interests of the citizens of Ontario?" Mr. Minister, on that note I would draw these remarks to a conclusion and suggest to you that in particular areas I would ask you some specific questions.

Mr. Grande: Mr. Chairman, I come to the committee today feeling a little bit angry—actually, it's anger mixed with disappointment. The reason is that we did go through the estimates in early December, as was pointed out earlier, and we are barely one month of sitting time in the House and here we are talking again about the estimates of the Ministry of Culture and Recreation. It seems to me that we really cannot do justice to these estimates, since very little has taken place other than a couple of programs which we knew were in the works before the last estimates. Therefore, although I realize that the best kind of negotiations and hard work went on from both the minister's side, the government's side and from the House leaders of the opposition—and I understand what went on—however, I cannot help but feel really disappointed that the minister has taken on the role of the House leader in bringing these estimates before us today as opposed to taking on the role of the Minister of Culture and Recreation.

I don't know to what extent the staff of the Ministry of Culture and Recreation were forewarned to prepare for these estimates. I would assume that, since two and a half weeks ago no one knew that Culture and Recreation would be first, they were told to put something together in haste and present it before this committee. My disappointment is coupled with the sense that perhaps this ministry really does not take very seriously the work the Ministry of Culture and Recreation ought to do for this province. I happen to be one of those people who believes that culture is important. I happen to be one of those people who further believe that recreation for the people of Ontario is a very important matter.

As I was saying—and now I am repeating myself and I cannot help but repeat myself—Culture and Recreation ought to be made one of the most important ministries in this government because I am reminded of a quote which says that man does not live by bread alone. How can I express that disappointment other than to say to the minister that I do hope that in next year's estimates, for 1979-80, enough time will be left in between these

estimates and the others so that it will afford the official critics of this ministry a chance to dig into and find out what the ministry is doing?

I can get up here or sit here and talk for about two hours on this particular topic and use the time just to talk. I want information. I want to know what the ministry is doing, the kinds of programs they are involving themselves in and the kinds of policy directions they are taking so I could come here, sit at this table and criticize, as I said before, in a constructive manner what goes on in the ministry.

Unfortunately, my disappointment is that I have not been afforded that possibility this time. I am forced into repeating what has been said in December. However, I take heart because once someone said that unless you repeat something 35 times people really don't remember it, don't assimilate it or don't integrate it until it becomes part of their thinking. Therefore, I am going to go on and repeat perhaps for the ninth or tenth time, both in the Legislature and here, some of the things that really concern me about the Ministry of Culture and Recreation and some of the directions I think the ministry ought to be going towards.

Before I go on in this kind of introductory way, just putting forward my feelings and emotions at this particular time in a very quiet way rather than an angry way, my reason is to get the committee to understand the basic cause of this particular problem we are facing right now. The basic problem goes back to last year and the fact that there was an election campaign and the estimates of all the ministries were not brought before the House or before committee until some time in late October or early November. They were all bunched up together. There was the election campaign plus the fact that the Premier of this province did not see fit to recall the Legislature back to work as soon as possible after Labour Day and chose to do it on October 21. Hence, everything was squeezed in and, of course, this being a new year, somebody has to go first, I understand that, and the Minister of Culture and Recreation decided that since no one is ready, he's ready, so let's go.

[4.00]

Another one of my concerns about this ministry is, as I've said before, that the ministry does not appear to me to have policy directions in place. I know that the minister last time did say: "Look, we have all these wonderful policies," and he mentioned the policy of multiculturalism, the

policy of recreation in terms of physical fitness, and I think he and the ministry should be commended for that. However, that policy of physical fitness did not really get off the ground when the minister said it should be getting off the ground; that is, last autumn.

About a week or two after the estimates, the big announcement was made that seven vans were going around the province testing everybody—at least, everybody who wanted to be tested, the minister, of course, being the first one to do that, which is fair. You have done it. However, I'm wondering what happens to the other four or five programs that you said were going to begin in the autumn. Have they started? I'm going to look forward to finding out some answers when we get on that particular vote in the estimates.

Another one of my concerns, Mr. Chairman, is that the Liberal critic in the last estimates is on record as saying that we should have cutbacks in this ministry. As a matter of fact, my friend from Cornwall, Mr. Samis, did say, "You are on record." And he said, "Sure, why not? I'm on record. I think that we should have cutbacks." Perhaps the ministry did take him to heart because sadly, once again, I discovered about two and a half weeks ago that the Ministry of Culture and Recreation was going to get involved in a cutback program in citizenship classes.

What disturbs me about this cutback, which amounts to about \$150,000—that is the fiscal year 1977-78 I'm talking about—is that the need for the citizenship classes, as I pointed out to the minister in the Legislature, has tripled since January, February or March when the federal government changed the requirements from a five-year waiting period to a three-year waiting period. As a matter of fact, the time from when a person fills out the citizenship application to the time the person becomes a Canadian citizen used to be three to four months. Now it has been extended, and the federal officials will tell you very readily that it's been extended to seven or eight months, because there's a tremendous backlog.

I think the minister should take this opportunity of saying: "In that case, what we should be doing is extending these classes so the people who take the classes will have a better knowledge of Ontario and of Canada and will have a chance of learning a bit of the English language." In other words, they would have a chance to become better equipped, better oriented Canadian citizens. But no, the minister and the citizenship

branch decided that they were going to cut back from, I believe, 32 classes per year to 30 classes per year, which seems to me to be going at odds with what the reality is out there, and what the need is out there.

The minister, in the last estimates once again, made a certain commitment that he was going to take a look at some of the suggestions that both the Liberal critic and myself suggested during the committee meetings. Of course, with the estimates coming so fast—a month and a half after the last estimates—when we get back to the minister and ask, "Were some of these things done?" I suspect the minister is going to say, "We are looking at it." It's a phrase forever said—"We are looking at it. It's under investigation; we haven't decided yet." Therefore, frankly, I see these estimates right now as a rehash—perhaps a bit of a waste of time.

There is one advantage, though, in having the estimates now. I hope the minister will take the suggestions that I am making. This suggestion is not in consultation with my caucus or with House leaders at all. The suggestion is this: Since the estimates of the Ministry of Culture and Recreation were dealt with first in the Social Development field for this fiscal year, 1978-79, they should also be dealt with first in the estimates for 1979-80. This would give a certain amount of time to the critics, and to everybody who is interested in these areas, to react to what was said the last time—to react to the commitments that the ministry has made. I have given some information to some people and they haven't got back to me yet with reaction to what the minister has said before, let alone in terms of helping me in shaping further policies for this ministry.

Let me go through these particular issues one more time, perhaps, and review some of the commitments that the minister made. For example, with Wintario: Has the minister decided what to do with grants to private profit-making clubs? I understand that the Ministry of Culture and Recreation was taking one of the private clubs in Ottawa to court to get the money back, because that private club did not stick to the commitment they made in terms of public accessibility. What has happened there? Will the minister table all the grants that have been committed to private clubs, and all the grants where money has been paid out to these private clubs? More importantly, will you be able to table the memorandum of understanding that the ministry signs with the private clubs, but of which the local people know nothing?

As I was saying last time, the minister's reply was, "Don't worry, the public money is

safe; it is well secured. The private clubs are not going to take advantage of our public money, because we have a letter of understanding between the private clubs and the ministry." Then in the same breath, the minister says the only way the ministry really knows whether the private club is meeting its commitments is through complaints from the local people. But the question still remains: If the local people do not know of these commitments, what kind of input could they give to the ministry?

One of the ministry's programs that is going to be coming to an end is the Half-Back program. On April 12, it supposedly will come to an end. One of my fears about this Half-Back program is that the Half-Back program is going to encourage people across the province to buy more Wintario tickets. I said it at that time—and I still think that is the situation, until I have information that proves otherwise. In order for me to assess that I would like to find out the numbers of Wintario tickets that were sold in October, November, December, January, February, March, and possibly April, so that then we'll see whether the number of tickets that Wintario sold has indeed increased.

Before the minister decides whether the Half-Back program should be continued, if it has had beneficial effects, I hope a thorough analysis of that program will be made, because as I was reading one of the Toronto media, the Star, the other day, I saw an article which says: "Wintario may get you into movies," which means that the minister is thinking of having a sort of Half-Back program for theatre-goers and movie-goers as well. This is fine, provided that it is proven that the Half-Back program has been a success. Therefore, I'm going to look with a keen interest on getting this information on the evaluation of the Half-Back program.

At this point I would like to make some general comments. I really don't understand what the Liberal critic is saying—that this ministry is increasing its budget by leaps and bounds—unless the figures that I have here on page S39 of the estimates, the summary, is not correct, or maybe I'm leaving something out. I don't know. Taking a look at the 1977-78 estimates, and taking out the \$65 million that were a portion of Wintario funds, I find out that of the \$195,011,000 you end up with \$140 million approximately. If you go to the 1978-79 estimates and deduct the \$41 million from Wintario, you end up with \$139,829,000. It seems to me that rather than having an increase in this ministry, we're talking about a \$200,000 decrease. I'm probably missing some facts. However, since we're

going to get that information, I will take a look at that later.

One of the particular issues I raised in the last estimates was OECA, the Ontario Educational Communications Authority, and I find out that the minister did take whatever the Liberal critic and myself had to say, to heart, because I believe for the 1978-79 fiscal year OECA has only approximately a one per cent increase in budget. Probably the minister did think twice about that and said, "Possibly the critics are right, OECA is going into areas where there is no legislation for it to go."

At this point, I would like to mention a letter which the minister sent me. I'm sorry I haven't got a copy here, but the minister was quite upset that I had issued a press release stating that OECA was increasing by leaps and bounds in terms of budget, and that OECA was changing on its own the purposes for its existence. In other words, it was moving into open-sector programming in a way that was never envisioned perhaps in the legislation when it was enacted.

[4:15]

The minister got upset because I made a reference to the minister not giving me an answer. The minister said, "Of course I gave you an answer. It took so many pages in Hansard." Looking at those pages in Hansard, I could not find the answer the minister gave me; all I could find was the fact that the minister referred to a group that had applauded OECA for going in that direction, and another group that had applauded it for going in that direction. However, I did not find anywhere where the minister had answered the basic question of whether OECA has the power to get into the open-sector programming. If we're talking about educational programming, open-sector programming can be construed as being educational, but of course, it depends on the definition that the minister has of education.

As I said, when we come to that vote, I will have a few more comments to make, although in the cutback in the budget of OECA I would have liked to have an OECA report before me, to scrutinize where the cuts are being made. If they're made in the educational sector of their programming, it is really sad. If it is made in that open-sector programming, perhaps they should be made there. Therefore, on Thursday morning sometime, I shall be going to visit Mr. Ide, and we will have some discussion in terms of where the cutbacks are going to be occurring.

Let me get into the multicultural area, because it is in this particular section—the citizenship and multicultural area—that the min-

istry can do and must do a lot more than they're doing right now. It's really too bad that cutbacks in the citizenship classes have occurred in the English language to mothers, and the cutback that has occurred in the nursery program. But, as I said to the minister in a note I passed to him in the Legislature, I'm going to hold him to what he said to me in the Legislature. In essence he said, "Our commitment is the same. No cutbacks are going to be made." March 31 is fast approaching, so if those five people I have contacted say to me they have been officially notified that they have lost their jobs, then I will come back to the minister. As a matter of fact, I probably don't have to come back to him because the committee might still be going on.

Multiculture, as I pointed out to the minister, is the policy of this province. As of 1972 the province has been bilingual and multicultural and, therefore, has no culture per se other than a multicultural. I want to spend a few minutes on this because I really think that the minister misunderstood me at the last estimates meeting, so I want to make clear to the minister what education is doing re multiculturalism, and what the Ministry of Culture and Recreation ought to be doing.

You know, of course, that the heritage language program has started. It's in the schools. Approximately 35,000 kids are taking advantage of that program. You know that the heritage language program is right now on a continuing education grant, which means that for Metropolitan Toronto the boards can have only approximately 25 cents for every dollar spent. What I was trying to impress upon you was that a tremendous amount of tension has arisen and is still arising in the different communities because of this 25 cents per dollar grant from the Ministry of Education. These people are saying in essence, "I don't have kids who can take advantage of this program, why should I pay the rest of that program?" Which sounds very sensible.

By the way, the mandate is clear—the Act is in place—to move in education, to move with a municipality, to move with the school boards. You have freedom to move in this area. I was suggesting that you put some funds not necessarily to outdo Education but to supplement what Education is doing for the school board, because I understand from the Minister of Education (Mr. Wells) that that is it. He will not increase that granting formula whatsoever.

So I am suggesting to you that you've got the mandate within the Ministry of Culture and Recreation. Put some funds in that direction. I'm not saying to you to take the heritage language program out of the elementary

schools or out of the school system as you assume I had said. I hope this time it is a bit clearer. I want the heritage language program to stay in the school system. What I would like the Ministry of Culture and Recreation to do is to supplement funds in order that this tension within the community does not arise.

One of the things the minister said at that time which was really encouraging is that Culture and Recreation was going to be spending some money on developing materials for those classes. I thought that was right on. So I'm going to be looking forward to you responding to me and saying, "Yes, we have informed every school board in the province that we are going to get involved in this direction. We have said to every school board in the province which might be interested in developing these programs that a certain amount of money has been placed in order to develop these materials."

Because what you are doing in Culture and Recreation, the Ministry of Education undoes, if I can coin that phrase—which is grammatically not correct.

While you are saying we will get involved in the development of learning materials, the Minister of Education is totally getting out of it and leaving all kinds of people who have presented all kinds of projects, especially in the book publishing business, hanging there. He is saying there is no money for them "because this year we decided it is politically expedient for us to get involved in French learning materials—the translation of textbooks from English to French."

The Minister of Education makes that very clear. So that means that all those projects that have evolved from these book publishing firms right now are finding that they cannot continue with them because the Ministry of Education will not entertain the thought of giving them funds in order to produce these materials.

I hope you are going to be clarifying that and saying you have informed the school boards and the school boards are making all kinds of applications to you. Because they have some material. Some groups do have materials that can be used.

Another subject I want to get involved in, that is really close to me in this area of multiculturalism, is the multilingual TV station issue. I happen to think the comments the Minister of Transportation and Communications (Mr. Snow) made were unfortunate. What were the press headlines on that? If you give me a second, I will—"Snow Opposes Multilingual TV for Metro"; which in essence says that he said: "I'm not opposed to the

multilingual concept of the television station; however if they want to buy the converter then they can make use of it and see it on cable."

In other words, he is saying that in order for the multiculture of this province to be encouraged the people have to pay for that multiculture; which in essence says to me that so long as lip service is required in this concept we're free to give it any day, but when it comes to making basic decisions and choices, then we back off somewhat.

That is very disturbing. I was glad when I read in the Toronto Daily Star an editorial which says: "Canadian TV Comes First on the Dial:

"Assuming that immigrant families are no more likely to own converters than their non-immigrant neighbours"—and the sentence before says that only 27 per cent of the 276,610 households have installed converters; let me quote that again: "Assuming that immigrant families are no more likely to own converters than their non-immigrant neighbours, this means that more than two-thirds of those for whom the new multilingual programs are intended will be unable to receive them."

Two-thirds! So what is the point of having a multilingual TV station if the majority of the people whom the multilingual TV station should be serving are not going to see it, are not going to use it? What is the point?

In the province of Ontario we have come to the point where we have about 30 per cent of the people in the province who have neither English nor French as their mother tongue. I would think that the government of this province would look at that fact and suggest yes, we have to order different priorities to be serving that part of our population. One multilingual TV station to service Metropolitan Toronto is really not that great a sacrifice.

However, as I said, it is unfortunate that Mr. Snow, the Minister of Transportation and Communications, made that comment. I would have wanted the Minister of Culture and Recreation to answer that question which was put to him in the Legislature; however he chose to allow the Minister of Transportation and Communications to do that.

I would like to have your feelings on the multilingual TV station and whether the new Canadians, or Canadians who have neither English nor French origins, should be spending the money to buy a converter. I would like your feelings on that when we come to that, and I think your ministry is probably a logical one to be taking a position on that.

With that I will move on to one of the newer ideas that has been coming from the

different school boards in the province of Ontario, and I'm sure the minister is well aware of it; that is the school boards that are saying that some of that Wintario money ought to be released for recreation and library facilities in their schools.

[4:30]

Now let me point out at the outset that I'm not getting involved, I refuse to get involved, in the thinking that the Liberal member likes to get involved in, but I don't see that this is the same thing as saying, "Let another ministry make use of Wintario funds." I think the Act, as I pointed out to you earlier, states that you can get involved with school boards. Just because the school boards have a certain amount of grant money coming from the Minister of Education does not mean you cannot get yourself involved in those grants.

It makes a heck of a lot of sense, because these school board people are saying that the government has a community school concept, which in essence means that the community can use the facilities of the school for recreational purposes. So they're saying, "Why is it that the school board gets this money by going around in a circle by asking one of the community groups to make an application to Wintario to get that money? For example, in the last year and a half, we had so many applications for the creative playground. That is a school facility, yet if that application comes from a group outside the school, it is granted, but if it comes from the school, somehow we cannot do it because they already get some grants from Education."

I suggest to you that in terms of recreation facilities that the school board may use or may want to develop or to improve, I think your responsibility as Minister of Culture and Recreation is to encourage that development and then have those recreational facilities at the disposal of the community. That's in essence what we all want. We want a healthy community, and if the community can use the school, they will feel a lot closer to the school, they will feel a lot closer to what goes on in the school and understanding programs of the school et cetera.

I don't have to talk to you about the community school concept. I am sure that you are aware of it and possibly you're in agreement with it. What the school boards are asking is not to siphon off Wintario money so that Darcy McKeough next year will use his axe to cut the budget of that particular ministry to the extent that it got Wintario funds. They're saying: "Since the Ministry of Culture and Recreation is involved in recreation and

increasing the recreational facilities of this province, what we're asking for is money to improve or to build recreational facilities in the school."

Therefore, Mr. Chairman, with those comments, and no doubt we'll get into discussions when the votes come up, I would like to end my remarks and to suggest to the minister that there are some policy directions that he could involve himself in and the ministry could involve itself in.

Mr. Chairman: Would the minister care to respond to the opening comments of the critics?

Hon. Mr. Welch: I think perhaps before I do, Mr. Chairman, we might clear up the question raised by both of my colleagues in connection with the figures we're using to make the comparisons for the last three years including the upcoming fiscal year. With your permission, Mr. Chairman, maybe I can get Mr. Tieman, our executive director in charge of finance, fresh from a vacation, to share this information with the rest of us as haggard as we are. You might want to take notes of these because I think it's important that we're comparing the same figures. If there's any question about them, let's clear that up now and then we're at least going to agree on the figures about which we're going to disagree.

Mr. Tieman: Mr. Chairman, or Mr. Minister, I'm not sure how you want this handled, in your reply. I have broken the figures down, starting with the first year of the ministry. These are not to the last dollar; these are to the closest million dollars so they will be fairly simple figures.

In the first year of the ministry, 1975-76, the budget, excluding Wintario and Experience, was \$100 million. That was broken down—\$26 million administrative expenditures and \$74 million transfers to other agencies such as municipalities and the agencies of the ministry; that is, to other organizations which in turn spent the money that was transferred to them.

Hon. Mr. Welch: That's for 1975-76?

Mr. Tieman: Yes.

The next year, 1976-77, the total budget—again excluding Wintario and Experience—was \$111 million. That was broken down—\$25 million in administrative expenditure and \$86 million transferred to municipalities and agencies. You'll note that there was a \$1 million drop in administrative expenditures in that year.

Mr. Kerrio: In your \$26 million down to \$25 million, you were headed in the right direction that year.

Hon. Mr. Welch: In administration.

Mr. Kerrio: Right, okay.

Mr. Tieman: The next year, 1977-78, the total estimate—again on the same basis as previous years—was \$126 million, of which the administrative budget was \$26 million and transfer payments \$100 million.

Mr. Grande: Sorry, could you repeat those figures again for 1977-78?

Mr. Tieman: Yes, \$126 million total, of which \$26 million was administrative expenditure and \$100 million transferred to agencies and municipalities.

Mr. Kennedy: What's 1975-76 again, please?

Mr. Tieman: 1975-76 was \$26 million administrative, \$74 million transfer payments, total \$100 million.

Mr. Kennedy: I see.

Mr. Grande: For 1977-78—I don't know whether I'm hearing you correctly—\$126 million in total?

Mr. Tieman: That is correct.

Mr. Grande: Twenty-six million dollars administration?

Mr. Tieman: Yes.

Mr. Grande: One hundred and nine million dollars?

Mr. Tieman: No, \$100 million.

Mr. Grande: One hundred million dollars, all right.

Mr. Tieman: The comparable numbers in the estimates which are before you, for 1978-79, are \$136 million total, of which \$28 million is for administrative expenditure, and \$108 million transfers to municipalities and agencies.

Mr. Grande: Eight per cent increase. I must be missing something.

Mr. Tieman: There is an item which I should point out, if you're doing comparative analysis. Within the current estimates, there's an amount of approximately \$3 million that was previously in the Ministry of Treasury, Economics and Intergovernmental Affairs estimates, so it is not new money. It has simply been transferred from their estimates to ours. It's under vote 2907 I believe. It's the program of debentures for the Royal Ontario Museum and the Art Gallery of Ontario and for capital assistance to libraries.

So in terms of additional funds, that really should be excluded because it is simply money being included in our estimates rather than those of the Ministry of Treasury, Economics and Intergovernmental Affairs.

Hon. Mr. Welch: That would come from transfers?

Mr. Kerrio: Let's be specific—we have excluded Wintario?

Mr. Tieman: And Experience. In each of those years.

Hon. Mr. Welch: Are we agreed to use those as the basis of our comparison?

Mr. Kerrio: I'd like to do that if it's agreeable.

Mr. Chairman: Would you go on these, Mr. Grande?

Mr. Grande: All right. Fine.

Hon. Mr. Welch: I think, now that we have those figures, it should be pointed out—and I do want to comment very briefly by way of response to the remarks which have been made by my two colleagues—when you take a look at those figures which Mr. Tieman has shared with us, you can see, particularly from the standpoint of the budget dealing with the ministry administration, over a four-year period we've gone up only about 7.7 per cent in four years, or less than two per cent a year. So I think the salaries for ministry staff and the direct operating expenses of the ministry have been kept under very strict constraint in so far as growth is concerned. Whatever substantial increases have come have come by way of the transfer element and I'm very pleased about that.

I don't agree with the member for Niagara Falls—I'm sure it will come as no surprise to him—that we're being excessive in this particular government responsibility. I would like to have these estimates tabled with even more there. I think what is there does reflect the concern that has run through the whole government in keeping government expenditures under some semblance of control.

I would say at this stage, as I think I said last time, that in the earlier days, the post-war building days and in other periods of Ontario history, we have in fact given a fairly wide berth to government expenditures in the field of health and education; there were great investments of social capital. Certainly in those years we weren't able perhaps to assign all the resources that would seem to be justified to this particular area. Now—and I say this positively—rather than being overly critical about the fact that we are recognizing our priorities in this particular area to the extent that we are, rather than being critical of them I would like to think we would have a common front and that we'd be pleased to see that the government was recognizing quite properly this particular area of responsibility for this type of financial support.

I don't know that we can add very much more to that. We'll go through it vote by

vote. There is no question that one could give all kinds of examples. I was at a community conference not too long ago in Scarborough where the mayor of that municipality, soon to embark on other areas of governmental interest, had mentioned that in the early days when housing was a priority and school building was such a priority, there were many things that had to be put aside. Now the community was beginning to realize how important it was to have some of these other services in place; that there was more to a community than simply the houses and the sewers that serviced them and other essential services which, of course, are part of modern day living; that there were some other dimensions to community life there that had to be attended to.

The whole community conference was around the business of recognizing the need for cultural and recreation amenities that a municipality as large as Scarborough felt they should have. So one could document it—I don't know to what particular value.

I'm sure the member for Niagara Falls is surprised that I would have this point of view. I respect the fact that he wanted to and has consistently—he used that particular expression during the course of his presentation—he has consistently questioned and queried whether or not in these days these resources should be in fact expended in this way. Indeed, used such expressions as “hold the line” and “constraint.”

He knows the sensitivities of his neighbour in Brock when he pulls up as his greatest defence of his particular point of view the Henderson report. I have never been known to hold the Henderson report in very high esteem on this particular subject. I think Mr. Henderson was ill-advised with respect as to what he thought should happen here. However, if he was to be faulted in any way, we are about three per cent below what he thought we should have as far as our administration is concerned, because as far as that part of our budget is concerned, we have grown only two per cent per year over the four years. And the extra resources are substantially all in our transfer payments in dealing with our agencies. Those agencies which deal with other groups outside in turn pass them on to the constituencies which they have to serve.

[4:45]

So sufficient to say at this stage of the game that I really make no apology in tabling estimates that show a modest increase in this particular area. I think it's an area of government that warrants this type of support.

Indeed, I think we provide resources, both human and financial, which add a great deal to the quality of life in the province, and I am very pleased to be associated with the work that is carried on by so many hundreds of people in that regard.

The comments of the member for Niagara Falls on the subject of the lottery also are consistent, of course, and I know his feelings and he mine. On the whole question of the use of lottery money and the philosophy behind it, I hardly need to remind members of the committee as to my views in that particular regard and the government policy in that regard.

The hon. member for Niagara Falls knows that when the Ontario Lottery Corporation was authorized to deal in an agreement for the Provincial, the \$5 millionaire lottery, that indeed the proceeds from that lottery were and are designated for health research and health-related environmental projects. At the moment, although I am not accountable for the expenditures of those moneys, three government ministries now are involved in that particular program through their various projects. I am referring to the Ministry of Health, the Ministry of Labour and the Ministry of the Environment, which have access to the first \$25 million, I think, as far as that particular resource is concerned.

The question of the reallocation of lottery money to other projects gets us back into the other point that I was raising: There is no question that it was quite deliberate on the part of the government, in introducing the legislation establishing the Lottery Corporation, that the money be expended on recreation, sports, fitness and culture.

There is a great deal of interest these days in the increase in OHIP premiums as a method of helping to finance the health delivery system of the province. Indeed, there are those who, because of an exchange which the hon. member for Niagara Falls and I had in the House, have been encouraged to write and to indicate their support one way or the other with respect to the application of Wintario moneys to help alleviate those costs and reduce those premiums.

The Ministry of Health, if memory serves me correctly, in estimates to go before this committee subsequently, is asking for almost an extra \$300 million. We estimate conservatively that Wintario could earn about \$60 million in the next fiscal year. It would take five years of Wintario simply to look after this year's increase. We have a health budget which is what, \$3 billion or nearly \$3 billion—\$4 billion?

Mr. Blundy: Nearly \$4 billion.

Hon. Mr. Welch: Four billion dollars. I'm not very good at mathematics, as you can see, but I would suggest \$60 million wouldn't keep the health delivery system going for a day and a half, when you think in terms of \$4 billion. I've said that and I really believe that.

When one talks about the possibility of diverting even the whole \$60 million—and I know the resolution to which the hon. member made reference didn't call for the whole amount of money to go there, let me be quick to say that—that makes the argument that much more convincing from my point of view, because even if you went to the extreme of assigning the whole \$60 million to the Minister of Health, I just invite the hon. member to calculate what that would do when indeed the one-year increase required at the ministry is nearly \$300 million and the total budget is nearly \$4 billion—if it isn't \$4 billion.

With the greatest respect, I say that we really aren't being very objective or being very careful with the public when we encourage that line of thinking, because the figures are there: \$60 million for a whole year.

Secondly, in fairness, the hon. member, by the very content of the resolution to which he has made reference, has indicated all of that isn't to go that particular route, that there would still be some for culture and recreation and for other matters. Therefore, whatever goes for other services reduces the \$60 million, and so we are talking about some figure less than \$60 million to offset increases to the tune of millions of dollars to which I have already made reference. And yet it is a very interesting argument when people don't have the figures, because it creates an expectation that we could obviate the increases in some other areas by using these resources, when we know that that would not necessarily have that particular result.

The other thing which really concerns the minister—whether or not people would line up and sign thousands of petitions to support this point of view—has been the gnawing concern of the minister with respect to the utilization of these resources for ongoing programs of the government. The government certainly didn't rush into the lottery business. It took a long time making up its mind with respect to getting a lottery business at all. We estimate, as I have already mentioned to you, \$60 million in the next fiscal year as net proceeds from Wintario. I think we will find, someplace in the figures, somewhere between

\$30 million and and \$32 million being estimated as Ontario's share of the net proceeds of the Provincial. We're talking about \$90 million, even from those two sources.

The concern has always been if you get ongoing programs hooked into the lottery for their continuing support and there is any lessening of interest or enthusiasm with respect to lotteries, you leave a lot of those particular programs—

Mr. Kerrio: It leaves you in the same position as Darcy, whose income went down.

Hon. Mr. Welch: The point is that what we have been trying to do with respect to Wintario—and of course we will be getting into this in the vote to some extent—by being very strict in so far as the criteria are concerned, is to make sure that if the lottery dried up tomorrow it would be, as I have said before in the estimates, business as usual, because the Legislature has continued to vote a reasonable amount of money to support the ongoing operations of this whole area of Culture and Recreation.

We are not dependent upon the lottery. We have been able to do some special things, some exciting things with respect to fixing arenas—in fact, most of it is capital, and capital lends itself to that one-time operation.

I look forward to the exchange when we get to the Wintario vote, and I just simply want to know that the Centre for Youth Care, to which the hon. member makes reference, happens to be in the provincial riding of Brock. I know it well, I opened it. I would like to think that since that is a very legitimate service being performed by very dedicated people—who are coming in, by the way, on Thursday afternoon to see the Minister of Community and Social Services (Mr. Norton)—they would not have to depend on the lottery as to whether or not they are in business. It's a legitimate service that is being provided—a caring facility, a caring staff for adolescents and they are entitled to have some element of predictability with respect to their support. They will be coming in to make that case when we talk about their budget on Thursday. It shouldn't really be left to the whims of lottery players as to whether they are in business or not.

Wintario has been up to now a responsive program. That is, applications have come in, they have been assessed and we have responded. We may well have reached a time, to go back to policy direction, that we have some obligation now to work with people who are making applications for Wintario to see what some of the program implications are and how we might be able to direct a

little more deliberately some of these activities consistent with long-range planning in the Ministry of Culture and Recreation. We'll get back to that, too.

The hon. member for Niagara Falls, Mr. Chairman, has made some reference to our francophone capacity. I appreciate having the information he has provided me with in so far as calling our various offices is concerned.

I think it is unfortunate that that report to which reference was made—the Arts Council report; the Savard report—was certainly outdated by the time it hit the papers as far as our ministry is concerned. I am not commenting on the commitment of those who did the study and the interest that those who did the study had in their assignment, but to be fair I think one would have to have some information on the date of the survey, and what they found at that date, which was certainly much earlier than when the stories on the report appeared in the paper. From information I have, we now have a total of 19 professional staff in our field office who have a bilingual capacity, and 11 support staff, for a total of 30. I think the last time we discussed these estimates I could only have told you about 15.

We have about a 100 per cent increase in those offices, that is in Ottawa, Toronto, Hamilton; and in all our offices of the north except Thunder Bay, we have to do something about Thunder Bay. We have Toronto, Ottawa, Hamilton, North Bay, Sudbury, Sault Ste. Marie, Timmins and Dryden, where we have 19 professional staff able to respond and 11 support staff. Approximately 25 per cent or one-quarter of our field staff are now to be designated as bilingual.

As far as the third language is concerned—and this goes to a point raised by the hon. member for Oakwood as well—the whole question of cultural heritage preservation, particularly as it reflects itself in language, is very important. I attach a lot of importance, as obviously my two colleagues do, to the heritage language program, and we'll get back to that. I'm very keen to support any reasonable requests that are made with respect to what communities are doing in this whole area of cultural heritage, and I know how important language is to that.

Certainly, no one can understand the Canada of today, and particularly Ontario today, without taking into account the multi-cultural fact. Indeed, I never cease to be amazed at the dedication and the enthusiasm of so many ethno-cultural organizations that really give up a lot of their time on their own, with their weekend schools, their after-school day programs; and all sorts of pro-

grams to ensure the retention and passing on of this information, this heritage and these traditions to their children. We'll have an opportunity to expand on some of these points with the hon. member for Niagara Falls as we go into the line-by-line study as well.

The hon. member for Oakwood, my colleague from the New Democratic Party, starts off by sharing with us the fact that he's angry and disappointed. I'm sorry about both of those, because it should come as no surprise to my colleagues that I look forward to estimates. I think estimates are a very remarkable and significant time in which we can have an exchange. There's nothing healthier than criticism and there's nothing more important than sharing information. I think sometimes there are misunderstandings and sometimes lack of information.

I think the hon. member has to appreciate the fact that we have had some difficulty getting estimates started. The arguments that are used—and I won't press this point—with respect to starting this set of estimates in this committee are certainly being used in starting another set of estimates in another committee tonight. Because of the very nature of the compression of estimates to wind up the last session, the first session of the 31st Parliament, it would be highly unlikely that we could find any set of estimates about which critics couldn't use the same arguments because they would feel they've just finished the last set.

We had to start someplace. It may be that once these are completed we'll have that much more time to do some of the things on which the hon. member has made some comments, because I take him at his word that he attaches a great deal of importance to Culture and Recreation. Further, estimates may not be the only time to learn about the ministry; the hon. member would have to share with members of this committee that as soon as he was appointed I wrote to the hon. member, not only to congratulate him on his appointment but to encourage him to come over to the ministry and to meet with the ministry staff as frequently as possible so that he might have a grasp and some information about the ministry. That is a standing invitation and certainly will apply after these estimates are over. As the hon. member knows, whether it's been Wintario or any matter, I have really urged him to come over and to talk to us about some of these things. [5:00]

Specific reference is made to policy direction. The hon. member spent a great deal of time in the last set of estimates, that is the fiscal year about to conclude, talking

about lack of policy direction. That concerns me. We're certainly working under the understanding, as far as we're concerned, that we do have some direction and that what we do is a reflection of some policy.

The ministry started three years ago but you must keep in mind that a lot of these things that we're involved in didn't just start three years ago. They've been going on, in this government, in other ministries, for some time. What the ministry did was to bring them together and add some emphasis, through the creation of a new ministry, and give them some further direction.

Here we are now in a situation where we move from \$100 million to \$136 million and this is just our fourth year. I'm pleased about that. That \$100 million itself was an increase over the collective amounts of money spent by the other ministries when they were concerned. So there have been some very substantial increases in this area because of coming together.

In the last three or four months we have completed a number of policy papers. We've completed our revision of the Ontario book publishing policy. We've completed a revision of regulation 200, programs of recreation. We've completed our policy on translation. We've made a submission, with respect to our ministry, as to the whole approach to the concept of the freedom of information. We've drawn up a policy on volunteerism and volunteer centres, and a draft policy as far as the Métis and the non-status Indians are concerned. We'll talk about those if time permits and if they're of some interest to you.

There are a number of other matters into which we have been going for some time and about which we might talk, even though they're not completed yet—that is dealing with museums, educational broadcasting, special needs of northern Ontario, federal-municipal spending on recreation, the open sector to which a reference has been made, and some new approaches to research. I'm looking forward to talking about those and sharing as much as I can with the committee in this area.

The hon. member for Oakwood also makes some reference to Wintario. I'd be very glad to table memoranda of agreements. The invitation stands to any member of this committee who wants to see any Wintario file we have in the ministry. That invitation is there, as you know. Members of your caucus have accepted that invitation, have been over, have gone through the particular files. There are no secrets in any files. The memoranda

of agreements that deal with some of these applicants are public information. There are 15,000 completed successful Wintario applicants. I don't know how many haven't been successful but I'm sure there have been a few. The deputy handles them.

The interesting thing about all of this is that I obviously haven't been successful in communicating—and we'll go back to that when we get to the Wintario vote. The fact that a club is private isn't the concerning factor, if I could put it that way. The whole question is private gain. Is any person benefiting privately?

I suggest to you that when you get into this business of private clubs—and I say this with the greatest respect—you've got to be very careful. Many clubs to which we belong are membership clubs, but are certainly not seen as clubs in which there is any private or personal gain, from the standpoint of people putting money in their own pockets. You have to join a Y. You have to join a number of clubs I'm sure you'd be the last to question as to whether or not they should have any particular support. The important thing, under one of the Wintario principles, is that we do not entertain applications where there is private gain.

As I mentioned before near the conclusion of the estimates in the last session of Parliament—not this Parliament—we have been attempting to use the Wintario resource as a key to unlock a lot of facilities that would not otherwise be available to the public. A lot of these facilities, I suggest, are membership clubs which certainly don't involve any private gain. It would be good if we could only get ourselves to approach it from that point of view. I assure you that a lot of the difficulty—I accept this—is not being able to communicate this as well as we should be communicating.

I have used the example before of a situation that I know well in my own area, where a whole area of a municipality has access to an ice skating surface because of what a private school was doing. It doesn't cost the taxpayers of that municipality a cent and the matching grant—the two-thirds of it—was put up from the pockets of those who contributed from the private sector. So a whole municipal resource, under certain terms and conditions, is made available to the community.

One could go on and list as many of these as you'd like, but I am taking far more time than I should. However, I think it's important, because you put your finger on something that's obviously disturbing you. We should take some of these files and trace them

through and see the agreement. I would ask you then what you would have done if you had thought that because of dealing with that particular application, to the tune of that money from people who play a certain game called Wintario, it's possible to open up to public access a recreational or cultural facility which prior to that was not available. That, I think, is the point about which we have got to have some further discussion. So to answer your question: memoranda of agreements; yes, any file you like you can see and I would welcome your comments on them.

Your view on the Half-Back program is one consistent with what came up the last time we met on these estimates. I am sure I can't satisfy you as to what the motive behind the Half-Back program was. I can only tell you I didn't endorse the Half-Back program nor introduce it to sell more Wintario tickets. I didn't do that at all. I can't tell you it hasn't sold more Wintario tickets because I really don't know, but I will get you that information. We can trace how many tickets were sold for the same period a year before and how many tickets are sold now that Half-Back is in. Whether the increase or decrease is related to Half-Back, you can come to your own conclusion.

I don't know how I could ever establish whether or not the Half-Back program has sold more Wintario tickets—I mean other than that way—but I will tell you one thing that's happened; people are sure conscious of Canadian-authored books at the moment, people are sure conscious of Canadian magazines. Although I am not in any position today to give you complete information, certainly as soon as the program is over—they have until April 12 to redeem these tickets—I might be.

The whole Half-Back program was introduced for a very simple purpose: to see whether or not there was some way we could use an unsuccessful lottery ticket as a discount in the cultural industry or recreational industry field. That's what we are experimenting with particularly. We happened to choose books and magazines because it was some way in which we could measure and evaluate the program. But the important thing to understand is we were seeing what we could do by putting in the hands of consumers a method of discounting and to have the consumer make some demands. Reading some of the media comments on this program, I have been pleased that some of these people who have been writing comments have recognized the program along those lines—was it Pulford in the Star, and others who have been commenting on the program along these lines?—and I am delighted.

Whether the program is successful or not? I don't know how you measure success in this thing; I do know that there are people running around looking for old tickets now, I do know that school libraries and public libraries and so on are collecting tickets to augment their inventories.

There's no question, let me tell you—let's not hide anything that I'd be disappointed if the Lottery Corporation weren't interested in selling lottery tickets. That's what their responsibility is. They're certainly involved in the Half-Back program and they have underwritten some of the cost of the promotion of Half-Back, because they like to see the Wintario ticket related to some cultural objective such as this.

It hasn't gone unnoticed by you, I'm sure, that every other Thursday in every newspaper in Ontario, when the winning numbers are published, not far from that particular ad you'll find a Half-Back ad reminding people who haven't found their number in one ad that they haven't lost everything. If they follow the advice in the second ad, they get a discount on a Canadian-authored book or on a Canadian magazine subscription. We're looking forward to having the advantage of an evaluation of that program, and we'll share that as soon as we have it.

Regarding OECA, obviously we're going to have some discussion when we get to that vote, and I'm delighted you're going to have an opportunity to meet some of the officials of OECA. I've got a lot of time for OECA. I think it's doing a tremendous job.

You said you had read through four pages of some answer and you didn't find my answer. Do I believe that OECA has a mandate to be involved in open-sector programming? My answer is yes. I'll say it again: Yes, I do. You don't have to go through four pages to find that now. I really believe that. We'll have some discussion on that particular matter, as we will when we deal with the heritage language program, to which I made some reference in commenting on the opening remarks of the member for Niagara Falls.

If I may go quickly to one or two other points you raised, I couldn't agree with the hon. member more when he invites us to continue to see the importance to be attached to the sharing of facilities in communities. The hon. member will know—in fact, he may have mentioned this the last time we met on the subject—that there was a select committee of this Legislature that spent a lot of time on this whole question of the shared use of facilities. In fact that may well have been its name, but that's certainly what it did. They went around the province and

talked in terms of how you might use the community colleges, schools, community centres; how there might be a better utilization of facilities in which some public funding was involved for the greater use of the community.

The hon. member shouldn't be surprised if I tell him there have been a number of Wintario applications, for instance, that have come in from parent-teacher organizations, or whatever they're called now, on the question of recreative playgrounds or improving facilities at school sites for community use. Indeed, there has been a fair amount of interest in that, with the community itself putting up the matching funds, and Wintario putting in some money, and this type of facility being available in the community.

It seems to me, just after I left Education, there was some amendment to their Act which made it possible for school boards and municipalities to get together to share facilities too. You'll find now that gymnasias, swimming pools and that sort of thing are shared now on a school-community basis in a more realistic way than perhaps was possible before.

I think, with those remarks, we might get into further discussion, where we have the opportunity to examine the estimates in further detail.

Mr. Kennedy: Can I have a supplementary on the closing remarks of the minister? Have you got a list of speakers?

Mr. Chairman: No, I haven't. I was just about to call vote 2901, Mr. Kennedy. Why don't you do it under item 1, main office?

Does the committee agree to consider this vote item by item?

Some hon. members: Agreed.

On vote 2901, ministry administration program; item 1, main office:

Mr. Kennedy: I have a response here from the principal of an elementary separate school in Port Credit. I'll read it for the record. It's very brief because there wasn't much space to put much more than a brief comment.

"Would it be redundant to approach Wintario to totally fund a creative playground at St. James? With a declining enrolment"—this touches on my ministry—"it is ludicrous to expect to have ministry approve a building program, gym et cetera." It's signed by the principal of St. James School in Port Credit. [5:15]

I can see the word "totally" fund isn't feasible, but is there a possibility there in working with that particular school, or must it be open to every child in the community? Does it have possibilities?

Hon. Mr. Welch: If it, as I said, was to be a community playground—people will nod their heads down there—I think we have a number of applications where such playgrounds have in fact been done by the Wintario program.

Mr. Kennedy: So there is a precedent for it and it should be pursued perhaps. You see, this has been turned down by the separate board because of the restraint on capital funds within the board of education.

Hon. Mr. Welch: It wouldn't be totally funded.

Mr. Kennedy: No, no.

Hon. Mr. Welch: That program in that particular part of Ontario would be one-third, two-thirds, I would think. Yes, as far as the Wintario program was concerned. Equipment, though, would be different, I suppose. That's 50-50. Equipment would be different.

Mr. Rowe: It can't be done by the board though, can it? It has to be a community group.

Hon. Mr. Welch: The board can't use its own funds to match, it must be raised outside.

Mr. Kennedy: Community funds; all it would need is the approval of the board to go forward.

Hon. Mr. Welch: We'd be glad to work—in fact, our field staff would be very happy—St. James School, where?

Mr. Kennedy: Port Credit.

Hon. Mr. Welch: St. James School, Port Credit. Is that from the principal of that school? We'd have somebody from the field office call that principal tomorrow.

Mr. Kennedy: Cecile Kendrick.

Mr. Van Horne: A question, Mr. Chairman. Did Mr. Kennedy say it's been turned down by the board?

Mr. Kennedy: No—oh yes, yes.

Mr. Van Horne: By which board?

Mr. Kennedy: It's a low priority of the Dufferin-Peel school board.

Mr. Van Horne: Then why would you pursue it? It's not the principal's prerogative, it's the school board's.

Hon. Mr. Welch: I take it that what Mr. Kennedy's saying, Mr. Chairman, is that the school board itself hasn't got resources to put a creative playground at that particular location. He's asking, would we, as a community resource, entertain an application from some community-based group to create a playground in that area if in fact it's needed. Of course, the answer to that is we'd be glad to take a look at that application. It has nothing

to do with the school program, but rather the community program.

Mr. Van Horne: A caution: that this should come from the community, not from the school principal.

Hon. Mr. Welch: That's my point.

Mr. Kennedy: Yes; the thing is, the board has other higher priorities. There's no question of the need. Most schools have some playground facilities and this one is deficient in them. But the board still has higher priorities. So if this is an alternative possibility—

Mr. Van Horne: If it goes on their ground, they would be expected to contribute something—

Mr. Grande: But he's saying "no" to it.

Mr. Kennedy: No, he didn't say "no" to it. He said "fine."

Mr. Van Horne: I think you may be just tripping over lines of authority; that's my only concern.

Mr. Kerrio: These are funded also by Wintario, right?

Hon. Mr. Welch: Of course, that's what I'm talking about here—Wintario.

Mr. Kerrio: Are we talking about full funding, Mr. Kennedy?

Mr. Kennedy: She asks for full funding, but we know there's a distribution—

Mr. Kerrio: Okay. That's what I wanted you to sort out for me, if you would. I know there are community playgrounds in my community where you've even granted them labour involvement.

Hon. Mr. Welch: The concern of the member for London North is a legitimate one. We would not deal with that particular application without having the concurrence of the school board.

Mr. Kennedy: The separate board, yes.

Mr. Kerrio: Right.

Hon. Mr. Welch: The school board's only involvement may be that it has no objection to the grounds being used by the community. Then we would in fact deal with the community group, to which group we would look for the matching funds, you see, and carry on from there.

Mr. Kerrio: Yes.

Mr. Elgie: Won't that be decided to somebody else?

Hon. Mr. Welch: For an agreement.

Mr. Kennedy: There's another point of importance, of course. If it's, say a gym from within the school, can that be limited, in so far as we might participate, to the use of only

the separate school children, or must it be open to the entire community?

Hon. Mr. Welch: That playground?

Mr. Kennedy: Yes.

Hon. Mr. Welch: It would have to be the whole community.

Mr. Kennedy: So they could work out something so that in school hours it's used by the pupils but after hours it's shared more broadly.

Mr. Grande: On this particular point, just so it does not go unnoticed or unsaid, is the minister not aware that almost every board of education has said in essence it has supported the Simcoe County Board of Education saying that the school boards should be allowed to apply for Wintario funds for those recreational facilities. That is the point which I was making.

Hon. Mr. Welch: Oh, no. If in fact you are saying do I agree that the school boards should be able to make an application to Wintario and contribute the matching point from its revenues, the answer is quite clearly no; no more than a municipality can.

The Wintario principles at the moment would involve that the matching money must come from the community, from the private sector, not from the school board nor from the municipality. We do not match board of education money.

Mr. R. D. Johnston: The issue is the matching of the applicant. The school board could apply if it could find some group to raise the private funds.

Hon. Mr. Welch: But let's make that clear; I am not trying to avoid that. There is nothing wrong with the board making the application, or anybody else making the application. It comes to the point of where is the money coming from. If it is a successful Wintario application, capital-wise, in this part of the province, one-third of it will come from Wintario if it is an eligible project, and the other two-thirds must come from the private sector, not from the school board.

Mr. Kerrio: Mr. Minister, in speaking to this vote—item 29.1—I am somewhat disadvantaged here at the Legislature because I come from a sector of our society that has to make things pay. So just to address a few words to some of the comments you made about the comments I made, I would like to suggest to you that that tempers you, gives you an entirely different kind of concept, coming from the environment I come from where you sort of get the dollars together before you use any of them. You will have to bear with me. I might have to be in the

Legislature a good number of years before I can be comfortable spending money I don't have. So I hope you will go along with me on that particular aspect.

Hon. Mr. Welch: I didn't make any reference to that in my response, Mr. Chairman.

Mr. Kerrio: No, I know you didn't.

Hon. Mr. Welch: I'll tell you why. To suggest that the \$180 million here is borrowed money is a kind of misleading factor, because what you are really talking about is when you take the whole budgetary requirements of the government and the revenue sources, there is a shortfall.

Mr. Kerrio: Right.

Hon. Mr. Welch: Who are you going to blame it on? Are you trying to suggest that the whole \$180 million that is going to culture and recreation is part of the provincial debt? That is not fair. That is what you are saying.

Mr. Kerrio: I built an airplane once and I had to be very cautious that everything I put on that was only going to do the job and wouldn't be too heavy, because if I hadn't had that kind of thinking it wouldn't have got off the ground. What I am suggesting to you is that while the kind of dollars you are talking about may not be that significant compared with the budget, in reality at least we are moving in the right direction, and if everyone is of the same mind we might draw this thing together.

Your comments are valid. A \$4 billion health budget; if you went by my criteria we would only be able to put \$40 million to it. It is a kind of sum that doesn't seem to chip away too much at that. But I was only suggesting that we are the product of our environment, and I come out of an environment where I usually tried to—I had to—make things pay. We would have been down the drain if we hadn't. This kind of thinking is different, I guess.

Mr. Cooke: Tell your counterparts in Ottawa about that.

Mr. Kerrio: You guys act like you can print your own money. You don't have any problems at all dealing with this.

Mr. Chairman: Order. Main office.

Mr. Kerrio: All right, Mr. Chairman, we will get to the business at hand.

In dealing with what I consider a very important aspect of this, I go back to the comment by the Treasurer (Mr. McKeough) where we are going to talk in terms of not the number of people in the service, but in

fact wage settlements not to exceed four per cent, a control of our direction by dollar. You made mention of it when we compared our figures of a percentage, and that doesn't quite rest well with me.

When I look at the 1978-79 main office vote—and I have 1977-78 before me for comparison—I see a sort of inordinate increase; and while some of it is salaries and wages, other parts of it are benefits where, percentagewise, the increases are astronomical.

Hon. Mr. Welch: I think there are some explanations. I think that is a legitimate question you raised, because it does on the surface look like it—

Mr. Kerrio: You understand what I am talking about; we really need an explanation.

Hon. Mr. Welch: Maybe Mr. Tieman might just go through vote 2901 and show you why that increase is there.

Mr. Tieman: It is very hard to compare each item year to year, for a number of reasons. In the case that Mr. Kerrio is speaking about—the salary and wages comparison—there are two new positions in this year's main office item which are mentioned on the briefing book page for the French-language services program—that is a coordinator and a secretary. So we have additional salaries in this particular item to cover two new positions which have had to be reduced in other votes and items. So it is not a real increase in the total salaries for the ministry.

Mr. Kerrio: What I did—and correct me if I am wrong—I went right down through the whole classification, if you will, and right through this whole group I took the salaries and employees' benefits, and I totalled them. Then I did the same for those other years and we are looking at a very substantial sum. And when you take the time to do that—not now but—

Hon. Mr. Welch: But it is important, though, that you see—for instance, it looks like an awful increase in miscellaneous grants, just to give you an example as far as the main office vote is concerned. By way of explanation, we are still talking about the same \$12,500 in the 1977-78 and 1978-79 estimates, but we are also talking about a one-time grant of \$100,000 for the John G. Diefenbaker Centre in Saskatoon. That won't show up in the next set of estimates.

Mr. Kerrio: Does he have to put matching funds up?

Hon. Mr. Welch: That is one item, but we could go through each one and show you the

increases exactly—in fact that is what these estimates discussions are all about, to justify these matters.

Mr. Kerrio: Well, let's take an item.

Hon. Mr. Welch: Have I messed up there?

Mr. Tieman: No, I would be happy to do a very detailed analysis for Mr. Kerrio. There are a number of things that make the comparisons very difficult.

Mr. Kerrio: They don't show, do they?

Mr. Tieman: For example, starting in this fiscal year, on April 1, certain employees who were hired through GO Temp and who had been previously charged to services are now charged to salaries. You will notice, Mr. Kerrio, that the services item has declined substantially; the total amount in services under vote 2901 item 1 has gone down. Those funds are now shown under salaries.

You have changes in accounting procedures introduced across the service that also have to be identified all the way through these estimates. In terms of the employee benefits it looks like a substantial increase.

Mr. Kerrio: Yes, that's right.

Mr. Tieman: There is a change in accounting procedures again. An additional four per cent that was I understand previously budgeted under Government Services has now been shown in our estimates. Money that was in somebody else's estimates is now displayed in the individual ministries.

Mr. Kerrio: It is difficult for us to deal with them without having that information, and the amounts are very substantial.

Mr. R. D. Johnston: On the points you are raising, Mr. Kerrio, I think we can say unequivocally that the staff of the ministry if anything is smaller now overall than it was previously, going back a couple of years. Any increases in salaries have been strictly within the framework of either those increases that are negotiated through collective bargaining or those that are arranged for the management classes. Certainly in the current year they are running in the plus or minus five per cent area.

Mr. Kerrio: Then I may just wind up by asking the question in this manner. I don't think it is a wrong exercise in taking out the salaries and benefits; do you think it is a reasonable request—not now but somewhere down the line—for you to get me that figure?

Mr. Tieman: If you would like a detailed reconciliation to show what has been added in changed accounting procedures and what are real increases as it were—salary awards, et cetera—on a breakdown, if we do the

whole vote, that is all of the items in there, it would be quite long and quite detailed.

[5:30]

Mr. Kerrio: No, I'll get into that later. You have answered my question partially. I think I can get enough information in the succeeding votes possibly to satisfy myself.

Mr. Van Horne: I would ask the minister if this newly created position of co-ordinator, French-language services, is a position we are likely to find coming up elsewhere.

Mr. Grande: On a point of order, do we not rotate?

Mr. Chairman: Yes, we normally do. Mr. Van Horne indicated he had a question, I thought, on this point. Is it going to be a matter of policy, Mr. Van Horne? If so, I should go to Mr. Grande to keep the rotation. I thought you were dealing with the point that Mr. Kerrio had raised, but that's not so.

Mr. Van Horne: In answer to the question he brought up, the minister did refer to this position, as did one of his staff. I am just pursuing that particular topic. I will gladly defer if it is not in order.

Mr. Chairman: Can you do it in a minute or two? If you can, I am sure Mr. Grande wouldn't mind.

Mr. Van Horne: Are you suggesting that he is going to take only a moment?

Mr. Chairman: No, I am suggesting you are going to take only a minute.

Mr. Van Horne: If you will permit me, then I will take only a moment. I am just curious to know will this position appear in other estimates for other ministries. Will this same type of service be provided in all of the other ministries or most of them?

Hon. Mr. Welch: I think about six. You will find this in Health and you will find it here. It is already in Education, and you will find it in the Ministry of the Attorney General and Community and Social Services.

Mr. Van Horne: I will pursue this later. It is a concern to me as it would seem we are piecemealing French throughout the ministries, rather than giving it any kind of co-ordination. That may be planned in the future; I don't know.

Mr. Grande: I want to find out, are we doing main office or are we doing the whole thing?

Mr. Chairman: No, we are just doing main office, item 1.

Mr. Grande: Then, my apologies. I have no comments on that.

Item 1 agreed to.

Items 2 to 4, inclusive, agreed to.

On item 5, information services:

Mr. Kerrio: On information services, I want to do a check on this item as it relates to costs there for 1978-79. Some explanation may be due there because I see a fairly substantial difference between 1977-78 and 1978-79. I wonder if you would just take a look at that one. You will see that while it had been suggested those services would be down substantially in most places, including salaries, there appears to be a substantial increase in places and in employee benefits. Do you have the figures before you for 1977-78?

Hon. Mr. Welch: I think you will find Mr. David Carmichael, acting director of the communications branch, will be able to deal with this. In addition to what may be reflecting there in other costs—

Mr. Kerrio: It may be for the same reasons that you have in the other areas.

Hon. Mr. Welch: No, there is an extra \$100,000 being voted this year under this particular item to assist the ministry in some programs to make the services of the ministry better known. You will remember that one of the criticisms we had last year, I think at this meeting, was the fact that we had some of the best-kept secrets in government.

Mr. Kerrio: Included in those services then is some \$100,000?

Hon. Mr. Welch: Yes. That's the largest single item.

Mr. Kerrio: What do you call that program?

Hon. Mr. Welch: It's promotion, to make our programs known. What would you call it, Mr. Carmichael?

Mr. Carmichael: Communications program, generally, advertising, promotion, public relations. I suppose the generic term would be public relations.

Mr. Kerrio: I suppose that just about rounds out the figure of services then. It was \$54,200 and now it is \$165,000. Is that a fair assumption?

Hon. Mr. Welch: That's right, that's how to look at it.

Mr. Kerrio: And the other follows with the suggestion I was given in the salaries and wages and employees' benefits.

Hon. Mr. Welch: Yes, that's right.

Item 5 agreed to. On item 6, analysis, research and planning:

Mr. Grande: I just want to follow up on what was said in the last estimates regarding this item. I notice that in this particular year the ministry has decided to put a lot more in that particular item than the year

before. The year before was only a three-liner, saying—

Hon. Mr. Welch: Last year, I think we were a bit shy and reticent in telling you everything, that's all.

Mr. Grande: This particular year you were rushed, hence—

Hon. Mr. Welch: No, but it sort of speaks to the point that you didn't think we would be ready. You can't have it both ways.

Mr. Grande: Let me point out the fact that there is a 24 per cent increase in this particular item for analysis, research and planning. I would like to find out if there has been an increase in the number of staff in the policy planning branch.

Hon. Mr. Welch: Ms. Pesando perhaps could give you some overview of our staff there.

Ms. Pesando: Basically no, although the amounts of funds currently in this particular vote and item this year have increased, the number of people has not increased but the funds to pay for them have been transferred from other votes.

Mr. Grande: What does that mean now? Does it mean that last year some of the money was not in that vote?

Ms. Pesando: A couple of the people I had were on projects. In the case of one individual in particular, who was working on the management-by-results program, most of his salary last year was charged to another vote and item as part of Wintario. He was working on the management-by-results sub-component of the Wintario vote and he was charged to that. This year it has been approved by Management Board to pay for that individual as part of the policy planning board. He is our MBR co-ordinator, our management-by-results co-ordinator.

Mr. Grande: How many people are working now in that particular section?

Ms. Pesando: There are five professionals, one vacancy, and one secretary and one clerk-typist.

Mr. Grande: Of these five people, could you give me an approximate idea of the expertise they have in the research work they do?

Ms. Pesando: Basically, if you want to break it down by the three types of functions for which my branch is responsible, we have two people in the policy area and two people in the program planning evaluation function. The research co-ordination function is carried out at this time by myself, but we are giving consideration to filling the vacancy, perhaps

with a research co-ordinator, in the near future.

Mr. Grande: So you have two in policy, two in program planning, and one at present in research. Is that right?

Ms. Pesando: Myself, yes. Although, obviously, we each cover off all functions. We can't really divorce the policy from the program side. When we are drafting a policy paper, obviously there are program and financial considerations. When we are putting together the estimates book on the program analysis side, obviously there is policy content in there too. You can't really separate the individuals out; we work as a team.

Mr. Grande: What I am concerned about is the point I raised in this particular item in the last estimates; that is, while you have two people, the idea given to me last year was that most of the people working in this area do a kind of internal assessment of the programs of the ministry. I understood from Ms. Pesando that in the future they were going to get more involved in policy.

Ms. Pesando: Yes.

Hon. Mr. Welch: I think there is some misunderstanding. I think Mr. Johnston, the deputy minister, would like to share an observation with you.

Mr. R. D. Johnston: I think what's confusing about this is the impression that may have been left that all of the interest and work of the ministry in policy planning and co-ordination rests in the policy and planning branch. That's simply not the case, as Ms. Pesando has explained. Her function is essentially one of co-ordinating the work that is done in all of the program areas of the ministry that could be called policy development.

For example, if we are developing a paper that's eventually going to go before a cabinet committee and cabinet on a particular subject, much of the work—getting the information, consulting in and outside the ministry, getting the views of people who might be affected by a policy change—is done by people in the program area, some of whom have other day-to-day responsibility for program delivery. In one or two cases we have the luxury of a person who spends most of his or her time on policy development in the program area.

When that massaging of the issue is complete, then it comes to the policy planning branch or it may be going back and forth to the policy planning branch as it is developed, so that they can ensure that everybody who should have some input to this has had it, that it is in the kind of form that the cabinet

committees expect, that before it actually goes in writing to a cabinet committee it is seen by the other ministries who might have a legitimate interest in it.

The point I'm trying to emphasize is that policy planning is an integral part of the responsibility of all our program areas. We may have five or six staff in this area doing a kind of co-ordination role and urging people in the program areas to be thinking about policy issues that may come at us from other areas, from other ministries, from something we may read in the newspaper or any one of a number of reasons, but we don't want to leave the impression that that is the sole amount of policy planning that goes on. It's like the tip of the iceberg; much of the rest of the iceberg is in the various program areas of the ministry.

Hon. Mr. Welch: Even the minister makes his contribution.

Mr. Grande: From time to time.

Hon. Mr. Welch: All the time.

Mr. Grande: Well, I have my doubts about that.

Ms. Pesando: For example, we do have within the policy planning branch a program planning advisory committee which is chaired by the program analyst co-ordinator in my branch, but the members on that committee are representative of all the divisions and several of the outside agencies. They function as a committee in reviewing the ongoing programs, in assessing the impact of them, in putting together the estimates and the financial information needed to provide advice and assistance to the senior management committee on program development. That's a good example of where the one person in my branch chairs such a committee, but the work is done by program people in all aspects of our ministry.

Mr. Grande: Last time the minister mentioned there were eight or 10 other areas that the research and programs were looking at. I wonder if I could have some information regarding those areas that you are looking at right now?

Hon. Mr. Welch: I shared them with you when I was giving that list. There is what we call a pending file, a review of our museum policy, a review by the inter-ministerial committee on education broadcasting, and there was, of course, our response to the Hartt commission, which is a very important one.

Mr. Grande: You did mention those last time but you said there were eight or 10 others pending. That's what I'm interested in—the pending ones.

Hon. Mr. Welch: Well, of course, some of these that are no doubt now completed would have been pending the last time I talked to you, and I can't make the distinction between that now. But, certainly, in my response to the hon. member's opening remarks, I mentioned the completion of six different studies and some of those, of course, would last time have been classified as pending but they are now completed.

[5:45]

I have shared with you six studies that are now finished and another six which are pending, keeping in mind that this doesn't represent the whole program. There is a lot of work going on in the day-to-day operations of the ministry and in the program areas as well. These are particularly identifiable.

Mr. Grande: Could I have an idea of what is pending? Again, you are leaving it pending.

Hon. Mr. Welch: Yes. We haven't completed our policy review in connection with museums; educational broadcasting; the needs of northern Ontario—particularly in response to the Hartt commission; the overall spending on recreation at the federal, provincial and municipal level; open-sector, unstructured learning; future studies dealing with multi-use facilities and public and private spending on sports and the arts. We have the whole review that is under way now with respect to the Athletics Control Act.

Mr. Grande: I don't think I am getting through to you. You were mentioning those very same things in the last estimates. On top of that, you said there were eight to 10 other issues that were pending at which that particular group research and analysis was looking. You also specifically mentioned I would be welcome to some of these materials that were developed.

Hon. Mr. Welch: Sure.

Mr. Grande: You also stated it would be sent to me. However, the reason I'm asking these questions is I'm a little bit sceptical because I haven't received even one page of any of that material that is being developed.

Hon. Mr. Welch: I'm not trying to be difficult. I thought I had responded. This will be the third time. I'll take another run at it. I'd have to check what answer I gave you the last time in connection with our studies. Ms. Pesando can monitor what I am now saying. I would have at that time, I am sure, shared with you some completed studies and would have shared with you some studies which were under way or about to get under way.

Some of them are now completed and I have listed them in the completed list, at the same time sharing with you that there are six or eight areas of review which are still not completed but are pending. I have shared them with you unless I'm missing something. If I am, Ms. Pesando will tell me.

Ms. Pesando: I don't think the minister is missing anything. I think what has happened is that a lot of issues that were pending last time have moved up and are now on our list considered as completed. Several of the ones we mentioned today that were new and are now completed, perhaps were not mentioned last time. In addition to the ones that the minister has enunciated there are a number of others, such as the work that we have done in the allocation of the Provincial lottery. I believe last time we didn't mention the translation policy issue. That one has now been completed. Last time I don't believe we mentioned regulation 200. That is now completed. So that some of those seven additional policy issues the minister mentioned last time as pending have now been completed.

Mr. Grande: How much of that material would be available to me? I'm really interested in research and I read research night and day. I would like to have this information that you have right at this particular time.

Hon. Mr. Welch: Perhaps the way to respond to that would be that on the completion of these estimates, I would be very glad to arrange for the member to come over. We'll sit down and go through some of this material, find out what the member may be interested in and see how we can accommodate his interest in some of these particular areas.

Mr. Grande: Could I possibly have the last four or five that you have completed before the estimates end so that I can have an opinion on what is happening?

Hon. Mr. Welch: Perhaps we could start off by sharing with you our submission to the commission on the freedom of information. We could chat with you about the revisions of regulation 200 but I think there's one further item I've got to do in consultation with the municipalities. I would rather do it on an item-by-item basis rather than make a generalization. I would be glad to share with you anything that doesn't carry with it some obligation on my part to consult with some other agencies or groups first. If you would leave it with me, I would be very glad to sit down and go over a number

of these things and see what might be available now in the way of materials.

Mr. Van Horne: I want to pursue a question Mr. Kerrio asked one of the staff a little earlier, that is: Could he have a breakdown of the number of additional people coming on line—your new staff members? In supplying that information to us, would you indicate how many were somewhere else in the government service? I would like to know, in asking this question, how many of these people are really new as civil servants or new in the government service as opposed to being transferred from some other area of government. Could you make that clear to us?

Mr. Chairman: Is the minister indicating he could do that?

Hon. Mr. Welch: I am sorry, yes. I am nodding at that. Hansard doesn't record the nodding.

Mr. R. D. Johnston: For the whole item, sir?

Mr. Van Horne: That is correct, yes.

Item 6 agreed to.

Items 7 and 8 agreed to.

On item 9, field services:

Mr. Grande: I wonder if I could ask the minister for the amount of work that has been done at the Peterborough centre? I am following that up, in other words, and I would like to see what has happened at that particular centre the last year.

Hon. Mr. Welch: Yes, I recall that when we last discussed these estimates you were somewhat interested in the motivation behind the establishment of the office in Peterborough. Certainly Mr. Peter Moore, who is our director of field services, would be able to document for you the story which would certainly justify the establishment of that particular address. Mr. Moore, would you like to answer Mr. Grande with respect to the volume of work that emanates out of the Peterborough office, following up his concern the last time we did our estimates with respect to the opening of that office?

Mr. Moore: Mr. Grande, in the Peterborough office we have four professional staff working with two support staff, one full-time and one part-time. The areas covered out of the Peterborough office are Peterborough county, Haliburton county, Victoria county, Northumberland county and the region of Durham. Of the four professional staff, one is a senior consultant, classification CDO 3, who takes on supervisory lead hand responsibilities for the other three, who are classified CDO 2. In terms of work load, I can't give you a

precise increase but I would suspect that because those people are now resident or closer to their particular counties they are much more able to respond in terms of quicker response time and ability to attend more meetings and respond much more quickly, but in terms of an increase in actual number of clients served, I can't give that to you precisely.

Mr. Grande: You cannot give it to me now but can you give it to me at a future time?

Mr. Moore: Yes. One of the reasons we moved into the Peterborough area in terms of establishing a new office, similar to my response the last time concerning the Timmins office, and locating there as well, was to be able to service more clients than we are servicing now and to reduce travel time. Those are two of the considerations.

Mr. Grande: And also reducing transportation costs.

Mr. Moore: Yes. There's another significant item too that was important as that one, and it's going to be much more difficult to quantify. That is the ability of my staff being resident in Peterborough where before they were resident in Toronto. I think it is a fair statement that they are much more agreeable to attending meetings that would end perhaps at 11 or 11:30 at night, and if they happen to be resident in Peterborough they can stay there rather than facing an arduous drive back to Toronto; similarly during weekend meetings, Sunday meetings and into the night. That's an advantage that we have now. Yes, I will be able to look at costs that we incurred last year and costs relative to the staff this year.

Mr. Grande: Good, good. Than you very much. Mr. Chairman, I want to raise another point but this concerns the whole of the main office, the whole of that first vote without the subsections, and again I would like to follow up another point re the number of people involved in that, the breakdown of male-female employees, which I did not get.

Hon. Mr. Welch: You asked that last time. Didn't you get that?

Mr. Grande: I did not get an answer to that.

Hon. Mr. Welch: I apologize for that, because certainly it was my understanding that you had been provided with that information. Mr. Grande raises the question as to the overall complement of the ministry, a breakdown by male and female employees. Did we not provide that to Mr. Grande? Obviously if he didn't get it—

Mr. Kerrio: No, no. Actually it was somewhat along the same lines we were asking about.

Hon. Mr. Welch: We will follow up on that.

Mr. Grande: Not only that, I would like—

Hon. Mr. Welch: Wait a minute. You did raise a question last time though, wanting to know something about the ethnicity of some of the people.

Mr. Grande: I did get that answer. That answer I did get because I suppose you referred to the Ontario Human Rights Commission.

Hon. Mr. Welch: That's right.

Mr. Grande: Therefore, that information is not collated. I want to address myself to that right at this particular time for one minute if I may, Mr. Chairman. I just don't understand why, when you're asked for information relating to the background of people within the ministry, the language that the people within the ministry speak—or languages that they speak—

Hon. Mr. Welch: That's different.

Mr. Grande: —you find it very difficult to have that information, yet a few moments ago you referred to 11 people, I believe—I've forgotten in which area it is—but 11 people who are bilingual, you said, which in essence might or might not disclose their background.

Hon. Mr. Welch: I know, but Mr. Grande, with the greatest respect, I don't want you to mislead the committee—and I'm sure you're not—but you did not ask me last time with respect to what the language capacity of my ministry was. You wanted to know the ethnic background of the staff, and we responded to that in very definite terms.

If you're now asking me what the language capacity is in my ministry, the languages which people speak and so on, I may be very fluent in Portuguese even though I'm born in Canada so it does not reveal my ethnic background. The point is that we can provide you with that information. We can tell you the languages that we're capable of handling in our ministry. If that had been the way the question was asked last year, you'd have that by now. That's not the way the question was asked.

Mr. Grande: All right. Perhaps I phrased the question in an incorrect manner in which you do not compile information, or you don't compile information that way, which is fine. However, it strikes me that whenever the question is asked, we right away say that the Ontario Human Rights Code does not allow for that information to be collated, yet there

are reports upon reports upon reports from different institutions and different bodies that do collate that information.

For example, one that comes to mind is one that I'm very familiar with and that is the boards of education which have no thought whatsoever about saying to children on a questionnaire, "What is your nationality, your background? Which is your native language?" et cetera, et cetera. I don't understand why the Human Rights Code does not apply there, but it applies when we ask about staff that the ministry or any other institution might have.

Mr. R. D. Johnston: I hope we haven't confused you on this. The Human Rights Code and the practices of the Human Rights Commission prohibit your asking a person's national origin before hiring him. They prohibit a lot of other things, but on the point that we're talking about, you can't ask a person what his national origin is before you hire him. The reason is obvious. If you asked a person what his national origin was and he said Spanish and then he didn't get hired, he might make the assumption it was because you don't like Spaniards.

After a person's hired, there is no legal prohibition to collecting information of that kind, although most employers or many employers as a matter of course don't do it because even doing that might be misunderstood. But there's no legal prohibition against doing it.

If we thought we needed to know, as an employer, the ethnic origin of all our employees and had a good reason for wanting that information, we wouldn't be prohibited from collecting it. In fact, we don't make a practice of collecting it and I don't think the Civil Service Commission would want us to.

When it comes to language, there are certain parts of our ministry where it is important to know the language capabilities—such as in most of our citizenship and multicultural division, or for some of the people in our translation bureau; we need to know that. So for those parts of the ministry, we would know and we could tell you pretty quickly what the language abilities of that part of the ministry are, but for the rest of the ministry it would be a matter of collecting it. We wouldn't necessarily know that someone in the sports division who had no need to speak Portuguese happened to speak Portuguese; it would be a matter of finding out. But for those parts of the ministry where it's important for us to know that information, we could give it to you quite readily, I think.

[6:00]

Mr. Grande: Could I possibly then ask the question in a way that you have the information, perhaps, and that is: Could I have then the breakdown of all the different languages that are represented within the Ministry of Culture and Recreation?

Mr. R. D. Johnston: Yes, if you will permit us to say "in those parts of the ministry where that's of relevance," because that will be citizens' inquiry, translation, citizenship, including things like Welcome House, the multicultural development branch and maybe a couple of other areas. For those areas we could probably give it to you in a day or two. If you want it for the whole ministry, we would really have to go and collect the information at some difficulty.

Would you let us give you what I've suggested we could give easily, and then perhaps if you feel you need more, you could let us know?

Mr. Grande: But you do understand that even in the sports and fitness area, it might not necessarily be, as the minister points out, and I readily admit that, that the person who speaks a particular language would have a cultural background in that. But in the province of Ontario, where we do have multiculturalism, as I continually point out to the minister, it is important that the people employed within that sports and fitness branch, do understand the needs of the rest of the province, the 30 per cent of the province that I was referring to earlier.

Mr. R. D. Johnston: Yes, keeping in mind—using your example of the sports—that the community contact for sports, like the rest of the ministry, is our field services branch. It would be more important to know whether some of Mr. Moore's staff in Toronto, for example, speak a few languages besides English and French, than it would be to know the language capabilities of the consultants in the sports division, who mainly deal with the sports governing bodies, for example; it would be less relevant to know what their language capabilities might be.

Mr. Grande: The bottom line on that is that I would be really interested in finding out how the ministry reflects the cultural mosaic to which we refer all the time. If I can only get it in terms of language, well, let it suffice for the time being.

Item 9 agreed to.

Vote 2901 agreed to.

The committee adjourned at 6:05 p.m.

CONTENTS

Tuesday, March 28, 1978

Opening statements: Mr. Welch, Mr. Kerrio, Mr. Grande	S-29
Ministry administration program	S-44
Main office	S-44
Information services	S-48
Analysis, research and planning	S-48
Field services	S-51
Adjournment	S-53

SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)
 Cooke, D. (Windsor-Riverside NDP)
 Elgie, R. (York East PC)
 Gaunt, M.; Chairman (Huron-Bruce L)
 Grande, A. (Oakwood NDP)
 Kennedy, R. D. (Mississauga South PC)
 Kerrio, V. (Niagara Falls L)
 Rowe, R. D. (Northumberland PC)
 Van Horne, R. (London North L)
 Welch, Hon. R.; Minister of Culture and Recreation, Deputy Premier (Brock PC)

From the Ministry of Culture and Recreation:
 Carmichael, D., Acting Director, Communications Branch
 Johnston, R. D., Deputy Minister
 Moore, P. J., Director, Field Services Branch
 Pesando, Ms. L., Director, Policy Planning Branch
 Tieman, W. D., Executive Director, Finance and Administration Division



Produced
by the
Legislative
Assembly

Legis. ass

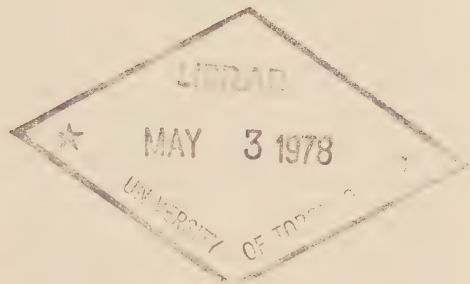
No. S-3

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Culture and Recreation



Second Session, 31st Parliament

Wednesday, March 29, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. (Phone 965-2159)

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

WEDNESDAY, MARCH 29, 1978

The committee met at 1:15 p.m.

ESTIMATES, MINISTRY OF CULTURE AND RECREATION (continued)

Mr. Chairman: Before we start consideration of vote 2902, the minister has some answers as a result of questions posed yesterday by Mr. Grande and Mr. Kerrio.

Mr. Grande: Mr. Chairman, on a point of order, if I may, before the minister begins, I want to apologize to the committee, to the minister and to the staff. I did indeed receive a copy of the question regarding the number of staff, male and female. If I have caused any inconvenience to anybody, I must apologize for that.

Hon. Mr. Welch: Thank you very much.

Mr. Chairman: Thank, you, Mr. Grande.

Hon. Mr. Welch: I was going to speak to that particular point but Mr. Grande has already done that. We do have some further information which we will table now with respect to the language capacity of members of our staff that we were talking about, the languages that are spoken in the ministry and in certain division. I would be glad to make that available to Mr. Grande. It was my understanding that the hon. member for Niagara Falls (Mr. Kerrio) was to be provided with some information and I think he has dealt with the staff to get some breakdown with respect to those costs.

On vote 2902; heritage conservation program; item 1, archives:

Mr. Kerrio: It seems as though the last time we were here we were paying tribute to the archivist on his retirement and wishing him well and here we are back before he is hardly into retirement.

Hon. Mr. Welch: Mr. Murdoch is the acting archivist looking after things until Mr. McQuat's successor is appointed.

Mr. Kerrio: I thought with the minister's indulgence we would maybe pursue the tack we did last year without getting into detailed questions, having those persons who are in charge of some of these important aspects of the ministry give us a very brief

outline on what's transpiring at that level, what we can expect and possibly a brief overview of what's happening in the various departments.

Hon. Mr. Welch: Mr. Murdoch, how are things at the archives?

Mr. Murdoch: I think we are progressing quite well with the basic program. I have a danger in talking like this because I often go on for about two and a half hours, which I know I can't do here.

Hon. Mr. Welch: The member for Oakwood will interrupt.

Mr. Grande: I will interrupt.

Hon. Mr. Welch: When they have both said "thank you," Mr. Murdoch, you will know that's it.

Mr. Murdoch: I am just wondering which way to approach this. There are two ways I can approach it and I am going to try to give you a little bit of both. First of all, I'll discuss the ingredients of the archives program.

Archives, by definition, are the records of enduring value of the organization which is creating them. In a sense, a hard core of the Ontario archives is the government's archives records. We have a government records section. That section at the present time, thanks to the implementation of records management, is taking about two per cent of what the entire government is creating in paper. At the present time, we have about 32,000 cubic feet in the government records section. I can give you greater detail on that, but I would just state that that exists. That is the largest part, by volume, in capacity in the archives.

By statute, we also have responsibility to preserve any other record documentation relating to the history of Ontario. We have a private manuscript section. At the present time, this section houses about 4,000 cubic feet of records. We also have a back-up collection of library—I like to call it archival library—material, because there are printed documents from the government which are archives. Archives are not necessarily management materials. Our library now, I think, is one of the larger libraries in the government service, although it has a staff of only

two people. This is a back-up to the use and interpretation of the documents which we have for readers in the reading room.

The materials that we inherit, and when we inherit materials, we can't prescribe what shape and form they have, demand that we have two specialized facilities—a picture collection and a map collection. Both of these collections cover government records, government pictures, government maps and also private sector acquisitions. The be-all and end-all, you might say, of this activity is to make it available in our reading room. We have a reading room with a capacity of 80 researchers. At the present time, we are just over the 12,000 mark a year in attendance in our reading room.

Our first priority is perhaps to preserve; the second priority is to make it available. But often these are in conflict because the more they are used, the more they are damaged and the more they are likely not to continue to exist. We have technical facilities. We have, we are quite confident, one of the finer conservators presently in the country for the repair and conservation of documents. He is a conservator who is quite a bit in demand for advice from outside the archives, from local societies and other archives.

We also have a photographic facility to photograph materials which shouldn't be released as originals. We often have to buy our photograph collections in negative form which one can't look at, so they have to be copied. We also have a microfilm facility which enables us to microfilm old runs of newspapers which are on a very acidic paper and are falling apart and self-destructing. We also are in a position to microfilm manuscript collections.

An outstanding example of this was the Hiram Walker historical collections from Windsor, which we had microfilmed and provided between roll and fiche so that the library down there now can issue duplicates to teachers in the classroom. The originals are being safely preserved in the archives and in cases being restored, while they are still able to use them.

Another aspect of the archives is to be conscious of the sources. While the archives are an operational unit, we are in some degree a trustee for the archival resources of the future, and we're very conscious of how much we can do with the resources we have available.

As long as society and government and organizations which have a role in society which should be documented and available for consideration by historians and local historians and others in the future continue to

exist, it follows you're going to continue to have more paperwork. The judgement of the archivist is to assess that five per cent or two per cent that's worth keeping and to keep it. But that does mean we do continually increase our volume of holdings, and at the present time we now have something of the order of an average of 3,000 linear feet of records per archivist in our archives, whereas I could suggest that in the Public Archives of Canada it's about 1,500 feet.

Archives very much are something like wine. You don't start drinking it as soon as you put it in the cask. You have to let it age for a while. As the archives are in the archives, a number of things happen. For one thing, we learn about these documents; we prepare finding and descriptive aids. Another thing happens; and, as a result of the records management program, we have been able to do something which we could never hope to do before. We have one record group, which we call RG18, committees and commissions. As you know, the government has had committees and commissions, royal commissions, select committees, committees of inquiry, and you could always wonder just where the records went. We now have about 1,500 feet in a collective record group, which we think is almost one of our crown jewels because, thanks to the development of records management, with records officers and managers in the ministries, we are now able to latch on to these committees and arrange for an orderly transfer of these records.

I mentioned this as an example because in an archives, as these committees on different subjects come together, you begin to see a new resource because you see the relationship between records and information. Take forestry or education: There have been many commissions; we have, I think, seven or eight for each one. You begin to get a perspective in time, and that is a perspective for research and judgement which you never get in a short run. I suggest this is one of the great values of archives.

With those general descriptive remarks, the only other thing I could suggest is that as we progress in this activity, we do have certain tensions, as I've suggested; the more the people use the records, the more the records are being damaged. On the other hand, when we acquire the records we must make them available. There are certain internal tensions, which we're coping with; and I trust that, although I'm not sure it's the tenor of this committee's discussions so far, as we acquire more assistance in the archives, we'll be able to do a better job.

If there are any further questions, I'd be happy to answer them.

Mr. Kerrio: Mr. Murdoch, certainly I'm going to make some use of what you've got on the record now. I am genuinely interested in an overview of the role that you play there and what the archives provide for us. The only question I would ask is to what degree do you feel the usage is by various educators and those people interested? Do you get much call from, say, private-sector research people? Where is the greatest need for your records?

Mr. Murdoch: I haven't worked out the figures precisely for last year.

Mr. Kerrio: It's not important.

Mr. Murdoch: I believe the figures for the previous year—I have them in my briefcase over there—show that about 42 per cent are academic historians and about 35 per cent are genealogists. These are rather general things because a person may be doing a genealogy on, say, Sir Isaac Brock, and we consider that history, whereas with many other genealogies you can forget about it after three years as valuable information.

[1:30]

Government research is around about nine per cent or 10 per cent—that is, government administrators and so on, using the ministry records and archives. That's approximately the distribution.

Mr. Grande: Yes.

Mr. Murdoch: I think I should say, as far as the accessibility is concerned, I trust it goes without saying that not all records are carte blanche on the table, because we do receive records which are only a matter of two or three years old. We do honour a 30-year rule, which means that permission has to come from the people who created them. We find that most researchers who have a bona fide reason rarely get denied, but if it's over 30 years of age then we like to have the ministry's approval.

Mr. Kerrio: We'll not find out about the idiosyncrasies of some of the politicians in Ontario until well after they're gone then?

Hon. Mr. Welch: I'm just going to wait long enough to spite you, Vince.

Mr. Grande: I just have one very simple question. You were mentioning about all these facilities that you have for Xeroxing, video, microfilming, et cetera. To what extent is that used?

Mr. Murdoch: We're going all the time. We have a very small facility really, just two operators. We try to make some hay in the

summertime with OCAP and summer students on routine rotary microfilming, but it's largely in a copy-loan capacity. People will lend us, say, runs of newspapers and we'll copy them and send the originals back to them.

With regard to municipal records, by the Municipal Act, of course, we are obligated, if a clerk turns over his minutes and bylaws, to provide him with a microfilm so that he still has them available for local reference. In fact, we have got into some microfilming of other municipal records. It's full-time as far as we are concerned. We'd like to double the capacity.

Mr. Grande: Do I understand correctly then that the use of these facilities is only for internal use to get material into the archives which you would not ordinarily get, rather than people from the outside, from universities, et cetera, wanting to have these materials which they might not be able to get from the archives? It's an in rather than an out.

Mr. Murdoch: No, it is used for filling customer orders. We've had a lot of microfilming. Our concern is to try to get the copying done with the least labour, because the more labour you take up then the longer the lineup gets. With the Ontario Historical Studies series on history, biographies of Premiers, these researchers have been going through lots of records. The option we've taken there is that they select their documents, we microfilm them and then we send it out to get Copyflor Xerox hardcopy, because in many cases microfilm isn't a person's cup of tea, for their eyesight or what have you. So the microfilming is used to fill customer orders.

Between microfilming and set-up photography, the majority of our microfilm capacity is internal, although once a negative is made—and most microfilm copies sold to researchers are from existing microfilm. We have about 18,000 reels of film which are available for people to select from. But on the photography side, our objective is to have two-fifths of time on internal and three-fifths on external but I think it's more like 80 per cent or four-fifths on external, on public demands.

Mr. Vice-Chairman: I would like to ask a question, Mr. Murdoch, about the percentage increase. I'm not sure how you arrive at your budget but are you responsible for making the submission for this particular part of the minister's estimate, or does it come down as something already defined for you or to you?

Mr. Murdoch: I think one of the biggest hurdles that we've just crossed is getting

on to MBR. You probably know what MBR means—measurement by results—and we tried to specify results to be obtained. My own view is that you only get the results you pay for, so to speak, and this year we really did just look at pretty well a straight line because we're in a changeover situation.

Mr. Vice-Chairman: Changeover in so far as management was concerned?

Mr. Murdoch: With the retirement of Mr. McOuat and of new leadership in the archives and the office.

So in terms of MBR I think we're going to have a much better grasp of exactly what we're accomplishing and what the internal stresses are. I can agree with you that there are going to be increases. There'll have to be increases unless our service is going to deteriorate.

Mr. Vice-Chairman: I gathered from what you said earlier that you would like to see an increase, and I would suggest if my mathematics is roughly accurate that the ministry's overall budgetary increase would seem to be in the neighbourhood of 13 per cent. Is that fairly close?

Mr. Tieman: That's a part of the administrative category.

Mr. Vice-Chairman: Let's deal with total numbers for the Ministry of Culture and Recreation: What's the percentage increase this year to last? We'll take the overall and then see what the specific is, if we could, please. It was 13 per cent overall but for—

Mr. Tieman: No, it went from \$130 million to \$140 million.

Hon. Mr. Welch: Mr. Tieman, the chairman wants to know the overall and then, of course, we'll want to make sure that we refine that and relate this to the administration.

Mr. Tieman: It was about 7.4 per cent, wasn't it? I'm looking for my figures now.

Mr. Kerrio: Are you talking about the archives?

Mr. Tieman: No, he wants to know for the whole ministry. The total for the ministry is 7.5 per cent.

Mr. Vice-Chairman: Seven point five per cent is the total for the ministry?

Mr. Tieman: Yes, increasing last year to this year.

Hon. Mr. Welch: Excluding Wintario and Experience, which we do to make the comparison.

Mr. Vice-Chairman: We're sort of playing games with words and numbers. Is that not correct?

Mr. R. D. Johnston: These are the same figures we used yesterday.

Hon. Mr. Welch: We used the same figures we discussed yesterday, Mr. Chairman. The point is that in order to make a fair comparison of increase we have to exclude the Wintario money and the Experience money.

Mr. Vice-Chairman: All right, let's exclude that for the moment. I'd like to go back to Mr. Murdoch. Is this department receiving proportionately the same increase or a smaller increase?

Mr. R. D. Johnston: Almost the same.

Mr. Kerrio: It's a little more maybe, eh?

Mr. Tieman: About eight. Just under eight per cent.

Mr. Vice-Chairman: If you had the opportunity to ask for what you thought you would need, what would it be?

Mr. Murdoch: Oh, well!

Mr. Vice-Chairman: The proportion here of the salary, Mr. Murdoch, is \$680,600.

Hon. Mr. Welch: Mr. Chairman, I wish you'd just see the expression on the faces of all my staff.

An hon. member: I noticed that.

Hon. Mr. Welch: They're all hoping you'll ask them the same question. Be on notice.

Mr. Vice-Chairman: I'll ask the question and bear with whatever faces are made by your confreres. How many more staff would you need?

Mr. Murdoch: I have said two things. I haven't got down to brass tacks on it, but just off the top of my head I'd like to double the staff. But for next year I'd certainly want to hit the ministry for at least 20 per cent; one-fifth. I don't know where realism stands, but all I could talk about is the influx of records.

We're not a perfect program yet. As I suggested, the expertise of the archivist is to recognize the wheat from the chaff—what should be kept and what shouldn't be. In the government service when you're going at about two per cent of it all, you've got to have pretty good systems to be able to recognize it. We're not going to be perfect every time and I honestly feel that we are shortchanging the assessment of research potential as a real research into the background of a program, the evolution of a program, what the program is doing and the nature of the documentation.

As I say, unless we do have extra help, we're going to be going along by the seat

of our pants just hoping we're making the best judgements.

Mr. Vice-Chairman: I sort of got the impression that you're already on the seat of your pants from the earlier comments you made, with the comparison that you made between the province's situation and the federal government's situation. Is that a fair statement?

Mr. Murdoch: Yes, I think so.

Mr. Vice-Chairman: There is also the business of sorting out and prioritizing, and maybe it will be found somewhere else.

Mr. Breaugh: I am interested in the part here about non-governmental documents. What kinds of things are you gathering there and how do you go about it? It strikes me that a number of parts of Ontario history are being lost and no one is really gathering information or documents that might have pertained to, say, the trade union movement in the province or weekly newspapers. There are a number of organizations that have played an important part in the province but have never really had an official status. Are you doing any work in that regard?

Mr. Murdoch: Last year 42.9 per cent of our accessions were government transfers, so the rest came from outside. A total of 499 accessions was made up until March 20 of this year. Something I should say here is that the preservation of anyone's archives is basically, in the first instance, the responsibility of the person or the corporation creating those archives. There is a responsibility there. There is a big investment in real estate to store it, and I have had overtures from two organizational archivists in the last three weeks. These are hard times and they are looking for a place to unload their archives. That's great, but we've only got so much space.

That's the first thing I would like to say. The Hiram Walker museum people decided their business was exhibits, so they unloaded their archives to us—I think quite rightly so. Some of the outstanding accessions we bought this year—one a large purchase in terms of dollars—was the Robertson Simcoe collection. This was one of the Robertsons of the John Ross Robertson family and there were some very fine documents of John Graves Simcoe which they had collected and saved. We have in the Simcoe papers, the largest single accumulation of papers of the first Lieutenant Governor of Upper Canada.

Perhaps I can cite some of our other listings: There is a sample relating to Algonquin Park, a chief ranger's report book, 1923-1924—Return of Summer Resort Parcels—

there are photographs too. Duncan McMartin commercial records, 1831-1878, Martintown, Charlottenburgh township, Glengarry, eight volumes. We had an extra accession this year from Maclean-Hunter archives. There is an accession of Indian genealogical records 1897-1908 of northern Ontario. We can go through many things. There's Sidney Handleman's papers. He has a lot of confidence in us.

Mr. Breaugh: You actually keep Sidney Handleman's papers? You restore them and repair them?

Mr. Murdoch: Oh no, not necessarily. This is one of our priorities—to get into a survey of our holdings. Restoration, that's the place where everybody is totally under capacity in Canada—maybe in the world. We've worked out that in the registry offices alone, taking all of their documentation, maps, there are probably 17 man-years of work involved. There are four man-years of conservation work just on maps pre-1867. At the stage we are right now we only have one conservator and one technician.

No, they are not all restored. But I think the thing to remember is that with the building we have with its temperature controls, its humidity controls, its filtration of sulphur dioxide and dust and so on, and with the boxing that we give just to put them in there, it is a conservation, stabilization treatment. This is the thing that often the records are lacking out in open storage.

[1:45]

Mr. Breaugh: I just want to pursue this for a bit longer. In analysing what should be preserved in your own archives, do you do any kind of a survey? In most historical contexts, there always seems to be someone who is interested in politicians, someone who is interested in local government documents and things like that; but there also seems to be some gaping holes wherever society keeps records of itself. One would be trade unions. I notice the weekly newspapers are looking for some money from Wintario or somewhere to keep a record of small, local weekly newspapers; people would keep copies of the Globe and Mail or the Star, but not the Napanee Beaver, for example. Do you do a survey like that to see if you could try to fill in those holes in keeping a record of our culture?

Mr. Murdoch: We have one member of our staff who does full-time field work to run down collections which ought to be preserved. Our experience has been that you can always find a reason to keep every piece of paper. Sometimes I have found that historians are the first to say, "Keep it all." You just

can't do that. You do have to make a judgement as to what is of value to be preserved. Without going into hours of discussion, it's a mixture of who comes forward to us. The Conklin circus people approached us; but they decided to keep their own. Many people are keeping records; it's not that they are being lost. But I am sure there will be holes. We could get into a debate on this. A local archives could keep material, which is extremely valuable to them, with a very local significance. But I think that we would have to have second thoughts about devoting provincial archives space to it.

Many times we have had people come in with a parchment patent, the original crown patent, and we have said, "Really, we have the government's original record. We don't need this; we've got samples of this. I suggest you go to your local museum or your local school board." That way, the students would be able to see this without coming to the Archives of Ontario. There are examples like that; we have to make judgements. With regard to weekly newspapers, our liaison officer has attended their conventions, although not in the last two or three years. We are regularly undertaking the microfilming of these newspapers. I have a statement that I prepared some time ago as to our policy on that.

We have a situation there, however, where many papers undertake to do their own microfilming. The Globe and Mail microfilm their own. The Times of London is available on microfilm. The question there again is as to how significant the paper is. But there are commercial film companies which will undertake the filming of papers on an ongoing basis. We preserve our capacity for, say, the 19th century files which are going downhill, going out, and which need the repair which a commercial company couldn't possibly give them with standard commercial procedures. We feel we have a capacity which should be devoted to a special area. If we were to try to maintain a consistent microfilm of the current issues, I certainly would have to have a very large microfilm facility to keep up with it.

Mr. Breaugh: The kind of thing that does concern me—and I'll finish with this—is that in keeping records of this kind you would depend on an organization or a group which had a tradition of doing that and the thing would be preserved at any rate; or that someone else was doing it and they wanted to unload it on to you because of the facilities that you have got. But in the process we would miss parts of our own history, simply

because no one is either accustomed to doing that kind of work or is not familiar with it.

It strikes me that one of the problems we have in our schools in trying to do something with the history of this province and the culture of our own people is that we don't have comprehensive records as they have had in other parts of the world. In Europe, for example, where they are a little more accustomed to it, the tradition is to keep those things, to keep much more accurate records. We tend not to do that and to be rather loose with it.

I am concerned that parts of our history and our culture are going to be lost forever because no one ever sat down and said: "Who is keeping some kind of a record of organized labour in this province or of what happened in small rural communities in the province of Ontario?" Sometimes it's kept in the local parish church. Sometimes the church burns down and the records are all lost. I am rather concerned that we are at least not thinking of doing that kind of a survey and moving first to those areas where there's least likely to be any protection of those records.

You talk here at great length, quite properly, about preserving government documents; in most government offices there's an effort made to preserve documents of some sort or other, but in other fields of our own culture, that effort is not there and I would rather encourage you to do that kind of analysis.

Mr. Murdoch: We have co-operated with a number of groups. The Mennonites maintain their own archives. They have them deposited at the University of Western Ontario. They approached us to microfilm them, which we have done; so now there's a microfilm copy in the Public Archives of Canada as well as with ourselves and in their Toronto offices.

A number of other organizations—the Workers' Education Association, the Canadian Association for Adult Education, the Holy Blossom Temple—deposited their archives with us. In the case of Holy Blossom, microfilm was made available to themselves, the Canadian Jewish Congress in Montreal and to the Public Archives of Canada.

We have microfilmed parish records from some Anglican parishes as a supplement to the work of the diocesan archives committee. Now, thank goodness, the general synod archives has got a microfilm camera and is beginning to do this.

As I say, there are many organizations such as the churches—the Presbyterian Church has its own little archives, and the United Church has its own, for instance. I think there is a responsibility at the grass roots for

the preservation of a record of such organizations. With regard to private individuals, we have a full-time field person, Mr. MacMillan, and he even sometimes finds that it's not until after five years that he finally convinces people we really are interested and they let us have the records. It's something that I think defies logical organization, because there's a lot of psychology involved between having the original and a substitute for the original.

Mr. Kerrio: Mr. Murdoch, we have what I consider a very dedicated historian in Niagara in the person of Mr. Francis Petrie, and I wonder to what degree you would encourage local historians to come to your facility to document some of the things that they have gathered in the specific areas. Would you encourage that kind of involvement on the part of these people?

Mr. Murdoch: Very definitely. The Niagara Historical Society papers were one of the earlier projects which we microfilmed.

Mr. Kerrio: Does that name ring a bell with you, Mr. Francis Petrie?

Mr. Murdoch: I believe he came along subsequent to our microfilm project.

Mr. Kerrio: Yes, I was just wondering; and I am very pleased to hear that you do encourage those individuals across the province.

Mr. Murdoch: I believe he has been in touch with our conservator, Mr. Barton, who has been down a couple of times, giving him advice and encouragement. They have made great progress in better housing for the documents.

Mr. Kerrio: It would be important and significant too to maintain the documents we might have in our area, with the expertise you might have to offer for maintaining documents that wouldn't come to your archives.

Mr. Murdoch: I think that is quite true, as long as we keep the basic equation of preservation and availability. If it doesn't exist one can't preserve it or make it available.

Mr. Kerrio: That's right.

Mr. Murdoch: In the long run, the thing you have got to ask yourself is, how long are you going to keep them for?

Mr. Kerrio: Right.

Mr. Murdoch: There was an insurance company represented at the Association of Records Managers and Administrators, and after the meeting we talked. He said, "We're going to start an archives." I said, "How long are you going to keep your records?" He said, "Thirty years." I said, "You are not talking about archives."

Mr. Kerrio: No, I can appreciate that.

Mr. Murdoch: That's the only question: How long do you keep them? What if you are going to keep them for 100 years? The Niagara Historical Society, as you know, went into the doldrums for 30 or 40 years, after Janet Carnochan's time. I think in that instance while documents were preserved availability suffered.

Mr. Grande: Just a couple of quick questions. Is there a federal counterpart, a federal archives?

Mr. Murdoch: Yes, the Public Archives of Canada in Ottawa.

Mr. Grande: You were mentioning at one particular point the London Times. I am just wondering is there a duplication then going on in Ontario and at the archives of Canada?

Mr. Murdoch: The Public Archives of Canada have been microfilming various series of documents and depositing microfilm in provincial archives. We have Wilfrid Laurier papers and John A. Macdonald papers. We have received Upper Canada Sundries. There again they are trying to be selective to deposit, say, in Saskatchewan records that are relevant to Saskatchewan and in New Brunswick papers relevant to there. We have been doing an exchange rather than spending money to buy film from them in some cases. We have been able to microfilm some of our holdings and we do a trade. That has been going on.

Mr. Grande: You are saying there is really very little duplication because the federal people would be giving whatever belongs or is of historical significance to the province of Ontario to Ontario?

Mr. Murdoch: I think they are in much the same position as we are. To do duplicating costs them money, so you either have to buy it or else trade. They have a lot of records that we would love to have copies of but we haven't been able to squeeze it out of our budget to engineer it.

Mr. Grande: Do all the 10 provinces have archives?

Mr. Murdoch: Yes, including Yukon and the Northwest Territories.

Mr. Grande: What is the connection between the archives and the multicultural historical project?

Mr. Murdoch: The connection is strictly that of colleagues, I guess you would say. We have provided on a host basis some service facility space on our sixth floor. Their activity during the time of their existence is to do grassroots work with ethnic

groups, to do just what the other speaker was asking, to generate a concern that they keep a record of what they have been able to do. When all is said and done, these records will be transferred to the archives for perpetual preservation and continuing accessibility by those groups and by the general citizenry of Ontario.

Hon. Mr. Welch: Mr. McOuat, the former archivist, is still a member of the board of directors of the multicultural history project. As some indication of his interest in that, he asked if he could continue that work, notwithstanding his retirement, because he found it was quite rewarding. Many of the ethno-cultural organizations of the province are now depositing, as I understand it, material with the provincial archives.

Mr. Murdoch: Yes.

Hon. Mr. Welch: They are being encouraged because of this project which is presently under way.

Mr. Grande: In other words, if we really want this ministry and the archives to do mainly work in terms of collating and collecting information re the labour movement in Canada or the province of Ontario, would we have to have an application to Wintario for the \$3 million for the five-year period?

Hon. Mr. Welch: I wouldn't think an organization with those resources would necessarily need any Wintario project. It may be that the Ontario Federation of Labour or the Canadian Labour Congress or whatever the focal point may be might want to get some technical advice from the archives with respect to how they would do that. However, I don't discount it. As you know, the Wintario criteria are culture, recreation, sports and fitness. Therefore, the multicultural history of Ontario, that project, certainly did fit into that. As for any other organizations that could qualify within the framework of Wintario that wanted to use that as a model, I would be quite prepared to examine any application. It would have to be within the terms of reference of Wintario, i.e., sports, fitness, culture, recreation.

Mr. Grande: The labour movement is culture, is it not?

Hon. Mr. Welch: We could discuss that.

Mr. Breagh: You are not saying yes or no.

Hon. Mr. Welch: That's right.

[2:00]

Mr. Breagh: Can I ask just one final question? Do you have anywhere in the Archives of Ontario any record of any trade

union activity at all—a record of anything that any trade union has ever done?

Mr. Murdoch: Yes, the records of the Mine, Mill and Smelter Workers Union at Falconbridge are in the Ontario archives.

Mr. Breagh: Are there any others?

Mr. Murdoch: No.

Mr. Breagh: Are you making any effort on your part to acquire any of those records?

Mr. Murdoch: I must confess that we haven't. We'd be open to any overtures, but as I say, the world is very big. I've always had a worry about getting into something and not being able to do a good job of it. The Multicultural History Society will double our private manuscripts capacity alone, we figure, in the next four years. This is one of the problems in archives.

In government records we can forecast; we can see the future. We think we've got a pretty good handle on, say, how many records the archives will have in 1990. In private manuscripts, we haven't got a clue. We could go through a year and collect 50 feet of records. The next year, we could have—well, the International Institute which went out of business was extremely heavy in the orienting of new Canadians—about 250 feet of records at one fell swoop. So I suspect we're exercising the better part of valour in our discretion, but we do our best to accommodate every group that approaches us. I think there is something maybe a little bit presumptuous on our part to think that we should go out and tell people, "You put your records in the Ontario archives because it's heritage, culture, and so on." They are basically their materials.

Mr. Breagh: I obviously have a bias, but my problem really is that I'm very interested in the history of the trade union movement in this province. I tend to think that it has made a significant contribution to our own culture, and yet I am perpetually going into someone's rec room, basement, whatever, and I will see a picture taken in the 1930s of the founding members of some bargaining unit, or they'll have a little newspaper clipping. But it strikes me that nowhere in this province is there much of a record kept of that entire segment of our population. I happen to think that, whether you agree with what they're doing now or not, in historical terms it certainly is a substantial contribution to this culture and that record is nowhere to be found. I think that's a tragedy.

Mr. Murdoch: You'll find that the Public Archives of Canada has been putting an effort

into union records. I know they've been approaching various unions on the basis that unions are often of a national character, and therefore, this should be the Canada archives. I know that in one case, Wayne State University, which is a neighbour archives, was after Canadian unions to put their records across the river in Detroit, and the unions themselves took a little umbrage at this. Right now I can't tell you exactly where that ended up.

Some of these records are not strictly a provincial record, but this last year—if I can just find it—we did find a choice little selection of papers from a private individual, a relation of Phillips Thompson, who was one of the earliest organizers in Toronto of the union movement.

But to specialize in one particular area, we do our best, but with only one person in the field. The more the archivists poke around the countryside, the less they're processing records inside the archives. Then we get criticized for not having finding aids. I share your concern. I think the only thing we can do is rely on the grassroots to try to use that facility, and come forward and help us to help them.

Mr. Vice-Chairman: Are there any further questions?

For clarification, I'd ask the minister to say out loud what he said to me privately. I was a little confused a few moments ago in asking a question about overall percentage increase versus the percentage increase for your specific area of responsibility. I refer to the flow chart in the estimates booklet that we have. Perhaps, Mr. Minister, if you don't mind reiterating what you said to me.

Hon. Mr. Welch: From an organizational point of view you'll see, from the briefing books, the archivist being above the line so to speak, and therefore having a direct reporting relationship to the minister. The point is that by the statute the provincial archivist has the rank and status of a deputy minister.

Mr. Breaugh: That's correct, yes.

Hon. Mr. Welch: To make a comparison with respect to budget—and Mr. Tieman or Mr. Johnston can correct me if I'm wrong—for making a distinction between what we call direct operating, which is salaries and benefits that flow from salaries, and direct operating expenses as opposed to transfer payments—and in this division there's a combination of each—once again the archives would appear in percentage terms to be treated as fairly as other divisions and other branches of the ministry.

Mr. Vice-Chairman: Do I understand it correctly, then, whereas the percentage increase for archives is roughly seven per cent within that line going from the top to the bottom, that there is roughly an 11 to 12 per cent increase?

Hon. Mr. Welch: If you would take the rest of these areas out—the rest of these boxes and the budget attributed to them—you'd have to separate from that the transfer payments to the heritage foundation, the Royal Ontario Museum and so on, in order to make a proper comparison for—

Mr. Vice-Chairman: Thank you very much. Shall item 1 carry?

Item 1, agreed to.

On item 2, heritage administration:

Mr. Vice-Chairman: Mr. Minister, would you introduce your heritage administration staff?

Hon. Mr. Welch: This is Mr. S. A. Otto, the executive director of the heritage division.

Mr. Kerrio: I'd like to direct some of my remarks to Mr. Otto. It seems a strange contradiction that we just had a man before us who is going to preserve things in the province if he can, with help from various other citizens. I want to direct a question to Mr. Otto as to how he can help preserve some historical sites. There is one in particular that I brought to his attention in the last estimates. Maybe he wasn't given time to do a proper investigation but I want to get it back on the record.

It has to do with an article by Mark Frank published in Weekend Magazine on December 3, 1977. It has to do with the dismantling of quite a beautiful arch on the banks of the Niagara River overlooking the falls. It was erected in honour of William Lyon Mackenzie.

When we're talking history—without getting into the background of some of the people we see fit to honour, Mr. Minister—

Hon. Mr. Welch: Once they're dead, we don't make any distinctions.

Mr. Kerrio: I'm not quite sure—you're overreacting—I'm not quite sure that's true. I think that some of the Tories live on.

An hon. member: They're getting pretty scarce about now.

Hon. Mr. Welch: I think you might well keep that in mind.

Mr. Kerrio: Witness the fact that we see fit, Mr. Minister, to honour such notorious Tories as Lord Simcoe, and we sort of have to forget some of the things in his past in order to do that.

But I want to bring to your attention the fact that William Lyon Mackenzie King—or William Lyon Mackenzie; how did I get “King” in there? We dredged him up, and some of the archives or records that were brought forth on his behalf were not too complimentary.

Hon. Mr. Welch: That’s a microphone—not a crystal ball.

Mr. Kerrio: But, Mr. Minister, I brought this to the attention of Mr. Otto last fall, and I do think that it’s worth repeating. This arch was carefully dismantled for re-erection somewhere, but that subsequently did not happen. The arch was dismantled in January and February, 1968, and the inscribed stone plaque is preserved at a storage building of the Niagara Parks Commission.

I made mention of Mr. Francis Petrie as our local historian, and of course he was very interested in this whole subject. The parks commission reported to Mr. Petrie that it was decided to remove the memorial arch from the River Road; I suspect because of “. . . traffic hazard and blocks the view of Clifton Gate.”

I’m just reading through here; and I don’t want to read all of this. In the last part of the article it says, “. . . the remains of the historic arch, the priceless carvings and inscriptions were for six years piled like paving stones in a maintenance yard. Several plaques were left wantonly broken and exposed to the weather. When the memorial was dismantled some of the 34 one-ton stones from its base were used to build bulwarks in the Niagara River gorge; other stonework was used in the restoration of old Fort Erie.

“The pledge to reassemble the arch was forgotten. The engravings and carvings now are stacked in the warehouse in the parks maintenance yard west of the main administration building. At last inspection many of the slabs were still exposed to the weather in ordinary piles outside the warehouse. A stonemason in the yard sighed and muttered, ‘Beautiful, beautiful work,’ in admiration of the craftsman who had laboured over the stone.”

Mr. Minister, notwithstanding the light-hearted opening remarks that I had—I am certain you were in the same mood—just one vote ago we were talking about the need to preserve some of the things that certainly we were very instrumental in the kind of democratic process that we enjoy today. Notwithstanding any particular involvement in one of the two parties that were involved at that time, I would just bring one thought to mind. That is that we’re talking about some

140 years ago, the anniversary of the march on Toronto by William Lyon Mackenzie and the rebels of 1837 who, though routed by the forces of the Family Compact, laid the foundation for democratic government in Canada.

With a personage like that and the historic significance of such a structure, I think the dismantling of it without a real dedication to reassembling it at some other place, is really an affront to the peoples of the country, no matter what your politics are. It is the fact that this man was so honoured and someone saw fit to spend the kind of moneys involved here to build that arch; I’d hate to think of what it would cost to replace it today.

I raised the question in the last November-December estimates. I’m wondering just how important those sorts of historical sites and parts of our very heritage are going to be considered.

Hon. Mr. Welch: As the hon. member mentioned, this came up in our estimates last time. Mr. Otto perhaps you might share your knowledge with the hon. member by way of follow up.

[2:15]

Mr. Otto: I did speak with the Niagara Parks Commission, both following our last appearance here, Mr. Kerrio, and again more recently to determine what had happened in the interval.

The article may have had its greatest influence in just drawing attention to that. I’m told that there have been some expressions of interest, a couple at least, from within the city of Toronto, in finding another place where the arch might be erected and put on public display again. I would gather that the parks commission has no plans itself at the moment for putting the arch back up again. It was apparently a very costly thing to take down and I suppose would cost something to put up again. But they would co-operate with any body which wanted to put the arch back up again.

Certainly I would encourage any group in Toronto or Niagara who had a place to put it and wanted to raise a little bit of money. I think it’s an ideal sort of thing that Wintario might assist with if it were a community group that wanted it for a park; or as the Ontario Association of Architects has talked about, a sort of sculpture collection on the park area outside their offices on Park Road. I think the article did do some great service to the monument by drawing attention to it and making people aware of its existence and its availability.

Hon. Mr. Welch: Mackenzie doesn't go unremembered in our area. If memory serves me correctly at Queenston there is a plaque at the homestead there, marking the site of the Colonial Advocate.

Mr. Otto: The Toronto Historical Board have Mackenzie's house down on Bond Street.

Mr. Kerrio: At Lewiston, or Queenston.

Mr. Otto: On Bond Street in Toronto, William Lyon Mackenzie's house is a local museum.

Mr. Kerrio: Yes; and I think another area that he may have lived in for a while was at Queenston, Ontario.

Mr. Otto: The house at Queenston just as you come into the village.

Mr. Kerrio: Yes.

Then it was at the discretion of the parks commission that this was taken down initially, in 1968?

Mr. Otto: It was a decision of the parks commission.

Mr. Kerrio: I'm wondering if through the heritage administration we at least couldn't make some kind of an assessment or inventory now, because of what has been written in the article as to what may be left. I wonder if we could have some guarantee that until such time as interested parties may want to preserve this historical monument it is not further lost?

Mr. Otto: Certainly I could undertake to make that concern of yours, that it might not be lost, known to the general manager of the parks commission, I would be very happy to do so. Also we would keep it in mind for other groups which may want to be directed to something like that.

Mr. Kerrio: Mr. Otto, if I could have some sort of correspondence from you, I could in turn do some research, possibly to look for interested parties who might want to—

Mr. Otto: I would be very pleased to provide that.

Mr. Kerrio: Thank you very much.

Mr. Grande: Mr. Chairman, I would like to ask questions of—I believe it is Mr. Lawrence when his turn comes up.

Hon. Mr. Welch: Unfortunately, Mr. Lawrence won't be with us today. Mr. Otto can look after questions dealing with the heritage foundation as well, Mr. Chairman, so you might take advantage of Mr. Otto's presence here.

Mr. Grande: That's fine. I just want to follow up a particular point. During the last estimates you gave me a fairly good indica-

tion of the process of how a building can be preserved—council designating it and so forth. I was mentioning at that time the 999 Queen Street building and the fact that after a feasibility study was done—which I believe Mr. Lawrence mentioned cost \$17,000—the government, because it was government property, still decided to tear the building down.

I would just like to ask a question re the Don Jail. At which point is it? It seems to me that we are going through exactly the same manoeuvres, the same procedures; and somewhere down the line we are going to come to where the government decides it should be torn down and money will be wasted.

Mr. Otto: The Don Jail has been taken as a particular project on instructions of the mayor and council of the city of Toronto, to endeavour to find an alternate use for the jail building. The Don Jail study group, which was formed to see this interest carried forward, includes representatives of the city of Toronto's development department, of the mayor's office, the Toronto Historical Board and a member of council. It includes, as well, a person from the Ministry of Culture and Recreation.

The study committee, or the alternate-use group, has endeavoured to bring together the information that is known about the Don Jail as a building, putting it in a form that has now been sent to all architects practising in Toronto, all members of the Urban Development Institute, all members of a group called CIPREC, whose initials I can't extend for you—I believe it is a group of property-oriented redevelopment people—and other groups which have indicated an interest. This information on the building has been sent to these groups.

As a second effort or initiative, one of the members of the group who sits on the board of directors of the Toronto Humane Society has asked the society to consider the Don Jail building as an alternative to the society's proposed new building at Queen and River Streets. At present, with the assistance of a grant from the Ministry of Culture and Recreation, and a matching amount put up by the humane society itself, a study is going forward to consider whether the area and the particular structure of the Don Jail could be adapted, at a lower cost, for the humane society.

Mr. Grande: Could I stop you for a second? I am interested in finding out the amount of money that went from the Ministry

of Culture and Recreation to the humane society?

Mr. Otto: That was \$2,500 from the ministry and \$2,500 from the humane society.

Mr. Grande: All right; sorry for the interruption.

Mr. Otto: It has to be said that the humane society had expended a great deal of money in preparing plans for their new building, and therefore many of the things which they would want in that new building in terms of area and design, I guess, had been warped out by someone else. Therefore, the study will be completed, I should think, in a much shorter time and at less cost than a study on 999 Queen Street West, where the conformation, if you will, of the new facility was not quite so clear and a lot of time had to be spent in determining what was going to be wanted in that new building.

Mr. Grande: You do realize, of course, that the Toronto council executive established a \$4,000 fund, and I think the Ontario Heritage Foundation made a \$4,000 grant to the city of Toronto.

Mr. Otto: Yes.

Mr. Grande: It's already \$13,000.

Mr. Otto: Yes, I make it \$13,000; and the \$4,000 from the city and from the heritage foundation is the money which is bearing the expense of the circulation that I mentioned as the first initiative.

The third thing that I will mention in this context is a brochure and a poster on the Don Jail, drawing the attention of a larger public to this building; acquainting them with the building which most of them have not been in, and which, if they don't live in that area of the city, they may not recognize other than as a name. It was felt that the understanding or appreciation by the public of the architectural qualities and the historical importance of the Don Jail was going to be a major handicap to its preservation, therefore some effort has gone into that.

Mr. Grande: I see. There's no cost attached to this brochure and posters, et cetera, et cetera?

Mr. Otto: Well that's within the \$8,000 budget.

Mr. Grande: Mr. Minister, is it not a fact that after all this work that is being done right now, the Ministry of Government Services can decide that the building should be razed to the ground?

Hon. Mr. Welch: Well, academically I think the answer to that question has to be yes, but that's not what the situation is. The

government has made it quite clear in response to a specific request from the city of Toronto that something has to be done and they welcome the fact that there's a study going on now with respect to possible alternative uses. Until such time as we have something concrete from the committee, it would be very premature to be indicating what the ultimate decision is going to be.

Certainly there has been a tremendous investment of energy in this study and we are involved in it. Mr. Otto sits on the committee and there have been some interesting possibilities suggested. I don't know whether Mr. Otto mentioned it, if he has I am sorry to have missed it, but I think the Toronto Humane Society has expressed some interest in it; and indeed who knows what may develop as a result of the circulation of the study to which Mr. Otto has made reference as well.

I think there was an editorial in one of our papers recently about the advantages of some of our historical structures. Certainly the foundation is very much involved in this and it will be interesting to see what happens. I think in an exchange between the Premier (Mr. Davis) and the mayor of Toronto it was indicated that the committee had until about the end of May this year to come up with some proposals.

Mr. Grande: What I am trying to get at is that you say theoretically, yes, the government can still decide to tear it down. Is one of the criteria for the decision to tear it down or not to tear it down the existence of a large enough group of people, the force of public opinion being focused on maintaining it or not maintaining it?

Hon. Mr. Welch: Well I think the question of who is going to assume the responsibilities of the operating costs in the future would be a very relevant matter to be taken into consideration with respect to other uses, and I think certainly the government has indicated that it does not have resources in that connection. We have the building, and I think what the committee is doing is finding others who may in fact find some use for that particular building which would be consistent with the type of facility it is and so on. But as I say, there will be a number of factors that would, I am sure, influence my colleagues once some proposal was placed before them. At the moment there is no proposal before the government other than the fact there's a group very actively pursuing this whole matter.

Mr. Grande: But there is a commitment from you that you are going to produce a list

of government properties that will be exempted, and I am still waiting for that list. I understand that you are working with the Minister of Government Services (Mr. Henderson) to produce it. When is it coming?

Hon. Mr. Welch: Mr. Chairman, I don't think the word is "exempted." I think it was a list of provincial buildings, which we would deem of historic significance for purposes of designation. We have for some time been working with the Ministry of Government Services on that; and quite truthfully I can't produce such a list at the moment, but I think we are making some progress with respect to that. When you think in terms of the holdings of the people of Ontario in bricks and mortars, it's a fairly extensive job to take on.

Mr. Grande: I understand that there are only about 200 provincial government-owned buildings throughout the province.

[2:30]

Hon. Mr. Welch: Oh no, there are far more than that.

Mr. Otto: I think a great many more. Many of the buildings, of course, would stand upon Crown land under the jurisdiction of the Ministry of Natural Resources.

I will give you an example, though, of how the pieces of this puzzle come to fit together. The federal government, for purposes of determining priorities in its national plaquing program, has had under way the last couple of years a study of courthouses of Canada. The Ontario segment of this study, which covers 42 courthouses, has been only the last two weeks made available to us in a very draft version, with all the typographical errors you could imagine.

Quite naturally, knowing that this was coming along, we wouldn't have made it a first charge upon our resources to go out and do the same sort of work. So in pulling some of the pieces of work already done or in being together, I think we will, within a reasonable time, have a list which will be a first cut, I must say I think it will be a first run, at the sort of comprehensive national or provincial register of heritage properties, full stop, which one would find parallel for in countries like France or Great Britain.

Mr. Grande: By when? I am sorry I missed that date. Did you mention a date?

Mr. Otto: I did not mention a date.

Mr. Grande: By when?

Mr. Otto: I say, I think a first cut at this sort of list is probably realistic to expect in a year or a year and a half, to the point that one had confidence in the number of cate-

gories and in the buildings which are properties which have been surveyed at that point. I am not down-planing it, I don't think you'd be suggesting that it is a simple thing that one can do very quickly.

Mr. Grande: You have been working on it for a long time, haven't you?

Mr. Otto: First of all there is an inventory which needs to be done; and then against that inventory and the information assembled in the course of that work, there is need for the application of judgement.

Some of the more subtle aspects of a building's history are things that don't sit there on the surface and therefore have to be dug out. It is the subject, in some cases, of a very detailed study. In an architectural sense, to place a building in a context—not just in a context of is it the best of the courthouses, or is it the best of the government buildings in this style or in this area—you have to place it in a provincial context and in a stylistic way appreciate its contribution to the development of building in the province at that time.

Mr. Grande: I would think that within your part of the ministry you would have that kind of expertise already accumulated, would you not? In terms of putting a particular building in perspective?

Mr. Otto: One building at a time, perhaps yes. To talk of a provincial inventory would require a reduction in the level of service we were able to offer other programs; and I suppose there is as well the hope or the expectation that when Ontario proceeded on a deliberate, large-scale and formal program of this sort it might be with the benefit of the discussion that has occurred already around a Canadian register of heritage property, and there has been mention of that in the press in the last two years. So the experience other provinces had in assembling information, the usefulness of the Canadian inventory of historic buildings as a tool for making this selection, could all be brought to bear on the Ontario experience so that we were not rediscovering what others already had some familiarity with.

Mr. Grande: My concern, of course, is that every time a building—now, of course, I'm talking about a government building—is scheduled to be demolished or a minister decides that building should perish, we go through it as if it's the first time we're doing it. We went through the experience of 999 Queen Street West, and we are going through the experience of the Don Jail, involving exactly the same process and exactly the same procedure. Which indicates

to me that once you have this list established, at least it's a beginning point which says to the communities, "We think, as a government, that that should be preserved. Therefore, you don't have to go through the expenditure of \$14,000, \$15,000 or \$17,000 a time for a feasibility study."

Mr. Otto: I would direct attention here, though, to the purpose of this work on the Don Jail, and that is to find an alternative use. A list of buildings, and then within that a list of buildings on which there was common agreement the buildings had value—

Mr. Grande: But, sir, if I may: If a building has historical significance and should be preserved, whether we find an alternative use or not is irrelevant, is it not?

Hon. Mr. Welch: No, I don't think we would support that argument.

Mr. Grande: If it's historically significant to the province of Ontario?

Hon. Mr. Welch: But I don't think you should overlook what Mr. Otto has been emphasizing, that alternative uses are very important. I don't think anybody—municipalities, the provincial government or the taxpayers—wants to see a lot of empty buildings all over the place. There may be some complementary things that can be done. We, as a ministry, are advocates for preservation of buildings of historic and architectural significance. That's our mandate. We want to preserve, for future generations, examples of historic buildings. The fact that it's a government building doesn't make it historical in itself, you know. We mustn't overlook that.

Mr. Grande: No, of course not.

Hon. Mr. Welch: Secondly, wouldn't it be fortunate if we had a sort of complementary approach to this in all municipalities? We not only would have preserved a building, with its architectural value being there to be shared by this and subsequent generations, but there would be some positive use being made of the structure as well. Take the Don Jail, for example: What if, in fact, there is a marriage between the needs of the Toronto Humane Society and the needs of society to preserve a building et cetera as it would affect the Don Jail? I think that is important.

Mr. Grande: That's fine. I'm saying to you, however, that finding the alternative use should not be the factor upon which we decide whether that building should be preserved for historical or architectural reasons.

Hon. Mr. Welch: If you were in my position and you had 10 buildings, all of which

had historic or architectural significance, and you only had money to do something about four of them, wouldn't you choose the four for which there might be some ongoing use that could be made of them and therefore look after the operating requirement? It may well be very relevant from the standpoint of prioritizing the areas in which you would move.

Mr. Grande: All right, let me leave that. I think that is an area where you should do much more work and perhaps a little bit faster.

Hon. Mr. Welch: Let me, as the minister, say that I would agree. We have not moved as quickly in this as we should. It's simply been a matter of the deployment of personnel and the time that's necessary. I couldn't agree with you more, I think a lot of these things could go along. I could give you a list of others.

Mr. Grande: But you're in a position to do it, you see. You agree, but then you don't do it.

Hon. Mr. Welch: You've got to admit that's a halfway concession this afternoon.

Mr. Breaugh: I wouldn't have used the word "way"; I would have used "half."

Hon. Mr. Welch: A half concession.

Mr. Grande: Let me get at something else. You were mentioning if a building was on Crown land a little while back; I don't know whether you recall that. What does it mean? If a building is on Crown land, who owns that building?

Mr. Otto: The title would rest with the Minister of Natural Resources on behalf of the Crown of Ontario.

Mr. Grande: I see. Let me get to that. In other words, the person or company or government that owns the land will have titles to the buildings that are built on their land. Is that legally the way it works?

Mr. Otto: I want to answer yes, if I understand your question. In terms of the ownership of provincially-held properties, the principal title holders are the Minister of Government Services and the Minister of Natural Resources.

Mr. Grande: Sure, now you're back at the beginning. I'm trying to find out and I don't know whether you have any legal expertise here to give me a legal opinion because that's perhaps what I require. If, let us say, I have an acre of land and I rent that land to somebody and in about 100 years from now somebody puts up a building on that land, is that building part of my property? Am I responsible for that building?

Mr. Otto: I'm not holding myself out as a lawyer. There may be others here who would want to answer it as a professional, but I believe the answer is yes.

Hon. Mr. Welch: Mr. Elgie and I are listening very carefully to your answer.

Mr. Otto: The building on the land and the title run together unless there's an agreement to separate the two.

Mr. Grande: All right, let me get to this point then. I understand that the University of Toronto owns the land upon which Queen's Park is built and in the past the University of Toronto has allowed—in other words Queen's Park, the government, pays no rent for Queen's Park for the building per se; and pays no rent for the land either to the university. Is that correct?

Hon. Mr. Welch: I'd be very surprised if the Crown doesn't own the land on which the buildings are located. I think there is some question as to the surrounding parkland. I don't think the government of Ontario owns it; in fact it's maintained by the city of Toronto.

I don't think anyone has ever questioned the ownership of the government as far as this building and its land is concerned. I don't know.

Mr. Grande: I understand that the University of Toronto is beginning to want to reclaim it. There is a move afoot to reclaim the Queen's Park lands.

Interjections.

Hon. Mr. Welch: Well, I wish you'd hurry up and finish these estimates then before we get dispossessed.

Interjections.

Mr. Grande: Let me get to the point. The point is that if in the future it is decided that Queen's Park should be demolished, the city of Toronto might say, "Yes, we want to preserve it for its historical and architectural significance"; but the University of Toronto has the power to say: "No, we want to demolish it."

Hon. Mr. Welch: This building.

Mr. Grande: This building; since we did agree that the people who hold the land supposedly have title to the building also.

Mr. Otto: But I did add, as a condition to that, unless there was an agreement to the contrary. My assumption with respect to this building would be that there was an agreement between the university and the province when the building was put up. I have no detailed knowledge of that agreement but I would assume it exists.

Mr. Grande: Could you perhaps look into it?

An hon. member: Fast!

Hon. Mr. Welch: I think we should have the report back by Monday on this one.

Mr. Grande: I mean, I'd like to keep my seat for at least another year.

Hon. Mr. Welch: Is there any concern with your seat here, Mr. Grande?

Mr. Grande: I was being facetious. I'm concerned about your seat, naturally. You should be concerned about that.

[2:45]

Hon. Mr. Welch: Actually, as a preservationist I'm very anxious to hang on to mine as well. Maybe we could work out a proposition with respect to this building.

Mr. Grande: You're a preservationist all right, of the best kind. The next point I want to talk about is in regard to some property that was donated to the Ontario Heritage Foundation, the Upper Thames River Conservation Authority. I think it's in the London area. The reason I came across that is this particular private, profit-making company, called Greenhills Funland, has a Wintario application to build a golf course on that. I understand the minister has committed the Wintario funds.

Hon. Mr. Welch: Your understanding is incorrect at the moment.

Mr. Grande: You have committed the funds but you have not given the money.

Hon. Mr. Welch: No, I don't think they even have a letter of commitment from me, do they?

Mr. Grande: They don't? It was published in the regular press releases that you put out.

Hon. Mr. Welch: Have they got a letter of commitment from me?

Mrs. Mottershead: They have a conditional commitment but no approval.

Hon. Mr. Welch: A conditional commitment.

Mr. Grande: But the approval would be when they receive the money, would it not?

Hon. Mr. Welch: They have a conditional commitment, yes.

Mr. Grande: That's fine. I'm interested in finding out how the Ontario Heritage Foundation turns over the right to that piece of property to the private, profit-making Greenhills Funland to build a golf course. What is happening there?

Mr. Otto: If I may, the gift was made to the Ontario Heritage Foundation, I believe,

some four years ago. It was a piece of property, 160 acres as I recall, and had a value of about \$750,000. The foundation does not operate its own properties. In accepting a property like that, it doesn't determine that it will operate a golf course or a pitch-and-putt or a tennis court or whatever.

The foundation then entered into an agreement with the Upper Thames Conservation Authority to be custodian of that property. The conservation authority, after looking at their program, their priorities, and I would assume having discussions with the Ministry of Natural Resources, determined that they did not at this time have the resources to bring that property back into public use. It had been built as a golf course and had a clubhouse building standing on it, but then had been allowed to deteriorate for a couple of seasons and was not playable or fit for use at the time the gift was made.

The Upper Thames authority then looked around and apparently found interest on the part of Greenhills Funland in taking this project, on this property, and investing additional money in it. Those moneys would be going into improvements which at the end of the lease term, in line with the discussion we had earlier, would become one with the land. The Upper Thames authority came to the Ontario Heritage Foundation for consent to enter into agreement. The foundation examined, looked around and took counsel on the agreement; but then did become a party to the agreement wherein it saw benefit in this property being put into public use and in arranging for payments, which under certain conditions of the success of Greenhills Funland will be made to the foundation. Thereby the arrangement went forward. Those are the bare bones of what's happened to date.

The Wintario application by Greenhills Funland, which as has been said has conditional approval, is still not cash in the bank for Greenhills until the conditions under which that commitment was made are met.

Mr. Grande: If I may digress here for a second, would you, Mr. Minister, consistent with your commitment that you were talking about yesterday, table for me any kind of conditions that you are asking Greenhills Funland to comply with before they receive the \$166,000 from Wintario?

Hon. Mr. Welch: Yes.

Mr. Grande: It appears to me here that we are having a private profit-making com-

pany getting the best from the Ontario Heritage Foundation, the Upper Thames River Conservation Authority and from Wintario.

Hon. Mr. Welch: Please be fair. Mr. Otto has been very careful to indicate to you that the Ontario Heritage Foundation has not dealt directly with Greenhills.

Mr. Grande: Well, through the Upper Thames River Conservation Authority.

Hon. Mr. Welch: The point is I think it's a fairly important matter of fact to keep in mind. The Heritage Foundation I think is faced with receiving a number of gifts in kind and has, therefore, the management and the custodial responsibilities with respect to a number of pieces of property and, indeed, to find ways to share that property with the public. I think that property is one thing. There are a lot of artifacts, I guess Mr. Otto will tell you, paintings and things like that that become the property of the Crown and they are put on display through museums, so it is not unusual for the Heritage Foundation to deal with other organizations in order to look after its responsibilities with respect to maintenance and other custodial responsibilities.

Mr. Grande: Yes, but certainly the point here is that Greenhills Funland, this private, profit-making enterprise, is getting the benefit of three-quarters of a million dollars worth of real estate.

Hon. Mr. Welch: They are paying the conservation authority though, aren't they?

Mr. Otto: Yes, there is a dollar rent.

Mr. Grande: Do you happen to know that dollar rent?

Mr. Otto: I'm sorry, I don't have that in mind, but if I am not mistaken the lease agreements are registered on title and they are a matter of public record.

Hon. Mr. Welch: I am sure the corporation would be paying rent for the land. I imagine that would be in our file. I imagine we would have some information on that. I'll be glad to table that.

Mr. Grande: Good, I would appreciate it. At the same time, they are trying to get Wintario money to build the golf course so that they can profit more. It's a funny thing. I would really like to take a look at all the materials you have on this file.

Hon. Mr. Welch: My invitation stands; you can go through the whole file.

Mr. Grande: Oh, let us be accurate here, you said that you will table it, and perhaps I am making an assumption that I shouldn't.

Will you make it public? Tabling means you are making it public, does it?

Hon. Mr. Welch: Sure. You asked me if I would, in fact, table the conditions that surround the present commitment for Wintario funds to this applicant and I said yes, and by tabling it, that becomes public. I am inviting you to go one step further. If there is any other information you want, drop over and go through the whole file. All I have to do to honour my commitment to you now is table the conditions. That's very straightforward and I will do that.

Mr. Grande: Very good. I suppose we won't get to Wintario until Tuesday, so therefore on Monday I will have another list of private clubs that I would like the letter of commitments or memorandum of understanding tabled.

Mr. Kennedy: Just on a point of clarification. If the conservation authority and this Greenhills organization negotiate a deal, a transaction, a lease, what interest is it to the heritage foundation? Why would you know about that?

Hon. Mr. Welch: I don't know that that is in the file. All I said is I would be surprised if we wouldn't have some information with respect to the conditions under which they have use of the land. That would seem to be normal.

Mr. Kennedy: I can see that, but you wouldn't be a party to it.

Hon. Mr. Welch: Oh no, the arrangement would be between the heritage foundation and the conservation authority in the first place.

Mr. Kennedy: Sure.

Hon. Mr. Welch: Then the conservation authority would deal with the lessee in this case.

Mr. Kennedy: That's in their area of jurisdiction, not yours.

Hon. Mr. Welch: Oh yes.

Mr. Otto: To the extent the conservation authority needed consent outside of any of the conditions in its lease with the Heritage Foundation, it would be bound to seek that formal consent.

Mr. Kennedy: That kind of question might well be answered by the resources people, under whom are the conservation authorities.

Mr. Chairman: Shall item 2 carry?

Mr. Ruston: I want to ask about your projects for you, I guess you call them, "conservation officer programs," for people who might conduct surveys. I am thinking about Kent county where two people have done some work

on looking into archaeological sites that might be of some historic interest. Do you have appointments of people in the area who might do this on a voluntary basis? I see here: "One person to conduct site surveys for the provincial site inventory in Kent and Essex counties," and another one "to conduct site surveys in Harwich, Tilbury, Romney, Chatham and Raleigh townships in Kent county." I have a couple of numbers here, 77C0177. Are these licences that people obtain to do this type of thing?

Mr. Otto: That number is, I think, the licence number; that would be a licence under the Ontario Heritage Act to conduct archaeological survey or excavation.

Mr. Ruston: What qualifications would these people have to get a licence of that type?

Mr. Otto: The qualifications will vary, depending on what the person is proposing to do. If the application is for a licence to walk over an area and collect surface artifacts and to record where those artifacts were found, then it is likely that more modest qualifications—those that are often picked up by people who become interested in archaeology as a hobby—would be quite satisfactory. If one were talking of a major historic site or a major prehistoric site in Ontario, then the qualifications would be commensurate with the importance of that site.

The Minister of Culture and Recreation is advised on the issuance of archaeological licences by the Ontario Heritage Foundation, and on the board of the foundation sit a number of archaeologists, both professional and amateur.

Mr. Ruston: So they would not necessarily need any special requirements to do this. If they are licensed to go in, can they go onto private property?

Mr. Otto: They must have the consent of the property owner to go on the property. The licence does not carry with it that consent.

Mr. Ruston: That's all, thank you.

Mr. Breaugh: Mr. Minister, I wanted to raise the matter of the Parkwood Estate in Oshawa, and mount my campaign to either make it into a day-care centre which would be a compatible community use, or failing that, make it the official residence for the member for Oshawa. Are you investing any funds from the heritage foundation into Parkwood now?

Hon. Mr. Welch: I'll have to rely on Mr. Otto to tell me specifically as to whether or

not the heritage foundation has dealt with it at all.

Mr. Otto: The heritage foundation has not made any grants to Parkwood. The governors—if that's the right term—of the Parkwood Estate have from time to time had meetings with both the ministry staff and the directors of the foundation to acquaint them with some of the difficulties they were having with the physical fabric of that very large and important property, but to date there has been no project on which they have approached the foundation for funding support.

[3:00]

Mr. Breagh: So you have not had a direct application for financial assistance? It was my understanding that you did have.

Hon. Mr. Welch: You are talking about the heritage foundation now. I don't know if anyone within hearing of my voice can think of whether there has been a Wintario application or whether there's been an application under some other aspect of our program.

Mr. R. D. Johnston: The only thing I can think of, which is pretty remote, is that there is a group in Oshawa—and I think you are aware of it—which puts some kind of concerts on that site. They have had a Wintario grant from us for one of those concerts.

Mr. Breagh: But this would be what's known as the Parkwood Foundation itself, which administers the site and the buildings. It was my understanding that they had on more than one occasion approached your ministry for funding or at least partial assistance in maintaining and doing repair work on the building. Is that not correct.

Mr. Otto: The foundation may have expected or wanted an extraordinary provincial grant for the operation of the property, but I am not aware that the request has been made formally or that informally any encouragement has been given to Parkwood to believe that it would be exceptional to other operations such as Black Creek Pioneer Village, the museum in London or any other type of operations which the ministry does support through its grants programs.

The Heritage Foundation's interest would go to a capital project with the foundation and not to a grant on operation. But the Parkwood Foundation has, as I understand it, an endowment of \$500,000 and a fairly generous arrangement with the city of Oshawa which to date may have served well for the sorts of things they want to do.

Mr. Breagh: That's precisely the ongoing problem with that Parkwood estate—each year the city coughs up in the neigh-

bourhood of \$90,000, I think—perhaps it's a bit more now, and it strikes me as being an inappropriate source of funding. In particular, when we do have this heritage operation in the province of Ontario, it strikes me as being a far more appropriate source of funding to keep that building in a good state of repair and in operation. There isn't really much difficulty now, as I understand it, with the day-to-day operation of the facility; the difficulty is in the repair and maintenance part of it. It strikes me that they should qualify for some funding from this particular vote. Do they not?

Hon. Mr. Welch: It may be that the simplest thing to do would be to encourage members of the corporation that has responsibility for the facility to get in touch with the Heritage Foundation and sit down and discuss the matter with them.

Mr. Breagh: They keep inviting you down there, Mr. Minister, and you never show up. Why is that?

Hon. Mr. Welch: Actually, the last time I was invited, the concert was rained out.

Mr. Breagh: It does that. Whenever you enter the premises, I notice the rain comes down.

Hon. Mr. Welch: Actually, there was a time when the sun did shine in Oshawa.

Mr. Breagh: It still does.

Mr. Otto: It may not be irrelevant to this item to observe that the city of Toronto, with Casa Loma, has an arrangement which does not call for a municipal grant. Casa Loma, under the care of the West Toronto Kiwanis Club, as I recall, produces for the city some \$100,000 in annual revenue over and above the costs of day-to-day maintenance set out in the agreement between the city and the organization. So a grant through the ministry might not be the only alternative which would be useful to look at.

Mr. Breagh: Okay. The short answer is that you would be expecting the Parkwood Foundation to make the formal application for funding under one of your programs, and they have never done that. Is that right?

Hon. Mr. Welch: I should check that—I can't think of a formal application that has come to my attention—but certainly there are a number of programs within this ministry which the foundation charged with the responsibility of operating the facility might like to take a look at to see whether they qualify. Indeed, the ultimate purpose is to—it's a very beautiful property; I have been there.

Mr. Breaugh: It would make a great official residence, eh?

Hon. Mr. Welch: Actually I was thinking if the member for Oshawa and his many supporters put up some money to make that thing work, you might also look after the archives you were talking about.

Mr. Breaugh: We probably could.

Hon. Mr. Welch: Pull together all those archives.

Mr. Breaugh: Thank you for your help.

Hon. Mr. Welch: We could talk about that.

Item 2 agreed to.

On item 3, Huronia historical sites:

Mr. Kerrio: If the director is here I would certainly like to have some updating on what is happening. I really don't have any specific questions. I would just like to hear what is happening on the scene.

Interjection.

Mr. Kerrio: Actually we have never been remiss in asking questions after the fact.

Mr. Grande: You asked the same question last year.

Mr. Kerrio: Certainly, and I think it is just as valid now. Maybe more so.

Mr. Chairman: Are you asking for a run-down on the Huronia historical sites, Mr. Kerrio?

Mr. Kerrio: Exactly.

Mr. Grande: Which will take the next two hours, and I don't blame you.

Hon. Mr. Welch: Mr. Montgomery will be very brief and give Mr. Grande a chance.

An hon. member: That's better than Mr. Grande is.

Mr. Montgomery: Since I was here last time, which is only a few months ago, we haven't had another operational season.

Hon. Mr. Welch: We are really not pushing that fact, Mr. Montgomery. You weren't here yesterday. I'll take you into the ministerial woodshed later.

Mr. Kerrio: The minister is just coming off the ropes.

Hon. Mr. Welch: Shows you what kind of freedom we have in the ministry.

Mr. Breaugh: That is the way it should be.

Hon. Mr. Welch: Bet your life.

An hon. member: And what kind of freedom we have in this country.

Hon. Mr. Welch: Oh, the ministry first. What was it you asked, Mr. Kerrio.

Mr. Kerrio: What did you do and why?

Mr. Montgomery: We have been very active over the past few months in reviewing our educational programs, and developing programs that attempt to be more relevant to in-class curriculum vis-à-vis the way the schools might use the sites, both the historic naval and military establishments and Sainte Marie. We have been working very closely, not only with boards of education but we have been taking it right into the school-rooms themselves, so we have been trying to get teacher input into how we might make these more relevant. It has been great for us because it has provided us with the teacher background. In other words, people who use the material use the sites. They are working with our staff directly in telling us the direction they would see us going.

Consequently, we are coming up with some fairly new exciting programs that will operate on a 12-month basis at Sainte Marie and a seven or eight month basis at the historic naval or military establishments, designed to meet specific needs at specific times of the year. These are ones like those we have operated for a number of years, a live-in program at Sainte Marie which encourages students to come for three full days and two nights. They live in historic buildings under the conditions that the original pioneers would have, and try to experience what it would have been like to live in the 17th century, using the original tools to work in the blacksmith's shop, the carpenter's shop, this type of thing. That is basically what we have been very involved with in the last few months.

We have also been trying to build our awareness on a provincial basis, just to let people know where we are, what people might expect to find when they made the journey to Midland and how you would get there. We have also been busy developing promotional programs and literature that will be distributed throughout the province by the Ministry of Industry and Tourism basically, but also from our own location to promote this end.

Hon. Mr. Welch: It might be interesting to share with the committee that exciting dinner I couldn't get to in Quebec City. I think that was a very important day.

Mr. Grande: You obviously didn't take enough time.

Hon. Mr. Welch: I just couldn't tear myself away from my day-to-day responsibilities here. I had to prepare for the estimates. Anyway, this was a very interesting program.

Mr. Montgomery: There are a number of programs we operate that are in connection

to the site historically, but attempt to take the site and its message out into the community. One of the programs—the one the minister is referring to—is called the Sainte Marie Descendants Program, where we are in the process of tracing, with the assistance of the Archives of Quebec, as many as possible of the original descendants of the people who lived and worked at Sainte Marie. These were basically the “donnes” or the lay people who were there at the mission.

We recently had a milestone in the program where the 1,000th descendant was found. He and his wife both lived in Quebec City, and we decided to journey to Quebec City to honour them and also to promote the program in Quebec as well. It was a roaring success, I think we would say. The man who was awarded the prize for being the 1,000th descendant was a descendant of Mathew Amyot, and the gentleman was approximately 80 years old. His wife, who had done all the research, was about 78; it probably was the most exciting thing that's ever happened in their lives. It was a really big event for them.

So that's what the minister is referring to. We had also had a press conference as well that was picked up by all Quebec TV stations we were able to obtain. It went out on CP wire and was picked up by those of the Quebec City newspapers that weren't on strike that day and got coverage there as well.

Mr. Kerrio: Mr. Minister, I think that the significance of these reports—

An hon member: It helps Canadian unity.

Mr. Kerrio: I think their significance has a great deal to do with what you were suggesting about finding uses for buildings that are worth preserving. My concern is that when we provide such historic facilities as exist here there are ongoing programs, particularly for our school children, to give the facilities exposure. It ties in possibly with other areas of concern I have in regard to the tourism decline; people might be enticed to come from other provinces and the United States to visit some of these sites. I think if they're worth preserving and worth reconstructing, then certainly only on the basis of getting exposure does it become valid for us to concur with the kind of thinking that goes on.

In summarizing what you've done, I suppose you now have had a chance to look at the results of the attendance for the season; I suppose it's up considerably in the summer. What is the inclination of visitors; what is happening on that scene compared with the last three or four years?

Mr. Montgomery: I think I should qualify my remarks first of all by saying that in our general locality the tourism industry has been on the decline in the last few years. I don't really know the reasons for that. I think it's something the whole community is worried about.

We have felt, however, very fortunate to hold or increase our attendance at both sites over the past five to six years. We've had no decrease at all. We've held it very constant. We'd like to think it's because the word is out that our attractions are a good experience, that good quality and good value for the dollar is there. By the same token, we like to think that it is helping to maintain that steady flow of visitors into the area from all over.

Mr. Kerrio: Do your records show where the bulk of the visitors come from?

Mr. Montgomery: Ours are fairly varied. A lot of people are from the Metro area, but we do get a great number of people from both the United States and Europe. I think the one dramatic increase has been from European visitation over the past two or three years. Again, I believe that's due to the promotion that is ongoing in Europe at this point through the Ministry of Industry and Tourism.

We have been working extremely closely with the people who promote tourism. We've worked with independent tour operators from Europe as well as the Industry and Tourism reps themselves, in trying to develop our area as being a good place to come and visit in Canada.

Mr. Kerrio: I'm thinking in terms of us visiting other jurisdictions. We look at the sort of historical background that made those countries what they are. I was hoping that there might be more input from the historical sites into Industry and Tourism so that only the exposure to our own people but to the visitors is played up, and that we do in fact get, hopefully, an increase in visitations, because it makes it all that much more worthwhile.

Mr. Montgomery: I know that we're more than willing, and there is a liaison committee that gives us that forum to have interchange of information on a fairly regular basis.

Mr. Kerrio: Thank you very much.

Mr. Grande: First of all, I'd like to thank you and to thank the Huronia historical sites for sending to me, particularly—more than likely it went to every member of the Legislature—the Indian carol album, which I really enjoyed, and the first issue of the

stamp. I don't know whether you knew that I'm a first issue collector, but I really enjoyed that.

Hon. Mr. Welch: I hope all members of the ministry will take note of that.

Mr. Grande: Whenever you do something that is good, I will say so.

Mr. Kerrio: We really have to drag it out of you.

Hon. Mr. Welch: No, I mean that's an interesting hobby.

[3:15]

Mr. Grande: Secondly, I found it very ironical, and funny perhaps, when you mentioned that a good percentage of the people that come to the site are European. When we have right now in this country a campaign by the federal and provincial governments telling us that we should stay in Canada and spend our dollars in Canada, it seems to me Canadians are going out and Europeans are coming in. There was a little chuckle there.

Mr. Kerrio: That's not bad as long as it's in balance.

Mr. Grande: Aside from that, I want to thank you, and that's it.

Item 3 agreed to.

On item 4, Old Fort William:

Hon. Mr. Welch: I suggest that Mr. Otto will handle the questions on this.

Mr. Grande: Last time we were talking about the clean-up due to the flooding and all the materials that were lost or could be repaired, et cetera, and we were talking about an expenditure of approximately \$400,000. Has that clean-up been totally completed now? Is it finished? What is the overall price tag on it?

Mr. Otto: Not all of the work on that clean-up has been completed. Weather has played an important part in the work. A lot of the outside work remains to be done, the rebuilding of fences and the cleaning up of underbrush that accumulated, all the silt, dirt, floating logs and what have you. Out of the budget for the clean-up, about 75 per cent has now been expended. Certain things which at the time we may have felt could not be done by regular staff we're going to hope to do with our own site staff now in the coming months and with some of the Experience students who will be working at Fort William this spring.

Mr. Grande: You say three-quarters of the budget. You mean three-quarters of the \$400,000. I have an unrelated question, that ties in with the Huronia historical site and

Old Fort William re the uniform wage policy we were talking about last time. I believe Mr. Tieman was saying that sometime at the end of January he should have that in place. Would you possibly at this juncture, or if not at a later time, give us an idea of what this uniform wage policy is?

Mr. Otto: I'd like to provide that at a later time for fear of misleading you on it, and I will do so.

Mr. Tieman: The policy has been issued, but I don't have a copy of it with me, as to the various wage rates that have been established. I'd be happy to send it to you or bring it to the next session—I believe it's Monday when we meet again—if that's all right.

Mr. Grande: We could discuss that under Experience '78, I suppose, could we not?

Item 4 agreed to.

Vote 2902 agreed to.

On vote 2903, arts support; item 1, cultural development and institutions:

Hon. Mr. Welch: I want to introduce you to Mr. Douglas McCullough, assistant deputy minister.

Mr. Kerrio: I'd first like to direct a question to the minister. In vote 2903, I imagine I can deal with two or three areas of interest to me. I would like an indication on grants to the Ontario Arts Council. We have had over the past three years substantial increases to the grants. I'd like to have some insight as to the sort of rationale that goes into the specific increases in that area. Is it a budgetary request by the arts council? Is it a built-in incremental increase every year? Maybe it's a joint answer that I'm looking for.

Hon. Mr. Welch: Mr. Chairman, I'm in the hands of the committee. We have a number of agencies grouped in this particular vote and they're all represented here today. So that the members of the committee can have access to them and question them.

I think the question you asked is one on which you are properly expecting an answer from me, and I'd be glad to do that. It may be that if you had some general questions in the area of cultural development and institutions, Mr. McCullough would respond and then we could bring forward the representatives of any particular agency you wanted and then sort it out all together.

Mr. Kerrio: I see.

Hon. Mr. Welch: In fact it would apply to all the agencies, actually. We would encourage them to present us with what they

would consider to be their budgetary requirements for the up-coming fiscal year. We would work with them and negotiate with them, review these particular estimates against the overall resources which may or may not be available as far as the ministry is concerned; and then ultimately we come to some agreement, once we've had our annual trip to Management Board to see what resources are being allocated to us as a ministry from the consolidated revenue fund.

So it's a matter of negotiation, where the agency vigorously and enthusiastically pursues what they consider to be the resources which they need to carry out the exciting work which they do. And then, of course, they are invited to face the realities as to the limitations that we as a ministry have with respect to resources. In this give and take—and you'll notice I'm looking directly at you now, not them—we arrive at certain figures which, of course, then form the basis of our estimates. I think that what I want to assure you of—and I sense this may have been in your question—is that it's simply not a matter of the agency saying, "Well, we've got this much this year and therefore we feel we will automatically get a certain increase." They have to justify their increase. In fact, you'll recall a couple of years ago we went through a fairly detailed analysis in which we invited them to consider what was going to happen if they got only 95 per cent and then they'd have to work their way back up to 100, and indeed to what ultimately came. So it was an exercise that they, the officials and the boards of these agencies, had to go through in order to satisfy us; then I, in turn, had to satisfy my colleagues on Management Board with respect to what their requirements would be.

Mr. Kerrio: Of course we have the added difficulty of treating this without any kind of report from the various groups. We have what was reported last year.

Hon. Mr. Welch: You might well want to ask them this—but there isn't an agency here which hasn't asked for more than it's getting. That would not come as a surprise, I'm sure, that any agency here today—and I hope I'm being fair—would have indicated to me that they require more than what these figures say.

Mr. Kerrio: The reason the question is raised—and I think I should be very specific about it to you—is that, for instance in another area I was questioning the fact that I think the science council last year was held to a very minimal increase; five per

cent, it seemed to me. I questioned that. I suggest to you that my responsibility here is to bring into focus the kind of thinking that I have to live with and that is that in a time of restraint—coming from the old school of thought—I think that the first thing you cut out is fun and games; but you would justify your position, thinking of the expansion of our great culture and our minds, and I might use the words of my counterpart over there, "Man doesn't live by bread alone." I have to agree.

Mr. Grande: Those are not my words.

Mr. Kerrio: Well, I don't usually listen to your interjections but go ahead and correct me.

Mr. Grande: I said that they are not my words, definitely not.

Mr. Kerrio: They are not your words? Imposter.

Hon. Mr. Welch: Well, actually, he is being very true to want to give credit where credit is due.

Mr. Kerrio: Exactly. In any event—

Hon. Mr. Welch: I don't think Niagara Falls has got it yet.

Mr. Kerrio: I have.

I look at this in a different light. I certainly can't reconcile a 10 or 12 or 15 per cent increase in a particular area while something that has maybe more of a commitment is held to a very small increase—the science centre for one. So I bring that into focus. I ask how come we have an agency that comes up with a substantial increase? Last year's figures I'm talking about; I haven't compared the science centre and the arts council this year.

Hon. Mr. Welch: I think that you raise a point to which we should respond. You ask now for a comparison between the Ontario Arts Council and the Ontario Science Centre. Let's compare what the budget shows as their increases for the next fiscal year compared to the current one.

Mr. Kerrio: It may be that inequity has been cleared up this year.

Hon. Mr. Welch: Well, it would seem that the Ontario Arts Council will have an increase of 9.1 per cent; and the Ontario Science Centre is about seven per cent.

Mr. Kerrio: Last year it was quite a wide gap, as I recall; something like 13.5 and five.

Hon. Mr. Welch: I think the arts council people can speak for themselves; when their turn comes they will share with you the very wide constituency that they have to

deal with and the increasing demands that are being made by the client groups—

Mr. Kerrio: Agreed.

Hon. Mr. Welch: —and the individuals who look to that particular council for support; indeed, from an economic point of view one must not lose sight of the fact that there are tremendous economic spinoffs as far as the arts are concerned. You know, everyone doesn't work at the same type of job. There are a lot of people employed in the arts. And I would think that representatives of the arts council could well share with you that in surveys with respect to the economic implications of stimulating arts, and indeed the recreational field, we are talking about a fairly important economic factor. Many people in the arts are certainly not making large sums of money but are indeed looking to this particular activity for their livelihood.

Mr. Kerrio: It was ever so, eh?

Hon. Mr. Welch: And I would think that it is a big factor as far as employment is concerned.

Mr. Kerrio: Do you think artists are as productive when they get too much as they were in the old days when you didn't recognize them till they were gone?

Hon. Mr. Welch: I'll have to leave that to the arts council. That's a value judgement, I guess.

Mr. Grande: In other words, if you are hungry you produce more. Is that it? There is greater motivation.

Mr. Kerrio: No, that's a kind of philosophical approach he's taking.

Mr. Chairman: Mr. Kerrio, if you have some general comments with respect to cultural development which you would want to direct to the minister or to Mr. McCullough I suggest we handle it that way, and if there are any specific questions with respect to the arts council or whatever we have people in the room who could respond to those questions. Could we proceed on that basis?

Mr. Kerrio: I wonder, then, if under this vote we could talk about the Canadian cultural identity and citizenship program. Would that fit into this particular aspect of it?

Hon. Mr. Welch: That's another vote.

Mr. Chairman: Yes; that would be the next vote, I would suggest.

Mr. Kerrio: In 2904?

Mr. Chairman: Yes, 2904. Have you completed, Mr. Kerrio?

Mr. Kerrio: I haven't even got started.

Mr. Chairman: I was just asking.

Mr. Kerrio: I'm just trying to slow you down a little bit, Mr. Chairman. I'll go to my specific questions in the various areas.

[3:30]

Hon. Mr. Welch: We can go to the art gallery? Mr. Withrow?

Mr. Kerrio: I'd like to get a comparison on the 1977-78 budget, in terms of what kind of increases we are looking at in salaries, wages and employee benefits. Where are the increases that we are allowing to go through. Where is the main thrust of those increases?

Hon. Mr. Welch: Mr. Withrow I think the member for Niagara Falls would like to have some indication as to where the pressure is insofar as your organization is concerned.

Mr. Withrow: For the year just past?

Mr. Kerrio: The upcoming year—1978-79.

Mr. Grande: Point of order, Mr. Chairman. Are we following the list under cultural development and institutions, vote 2903, which says, "1. assistant deputy minister's office; 2. arts services branch; 3. cultural industries branch; 4. transfer payment"? It seems to me that we are going to the transfer payments and that we haven't touched the cultural industry branch.

Hon. Mr. Welch: Mr. Chairman, since we have representatives of the agencies here to which transfer payments are made, if you agree perhaps we could do the transfer payments while they are here and go back to those others. I don't think you are deemed to have done the others.

Mr. Grande: All right, that's fine. As long as the chairman recognizes the fact that we are not at that point yet.

Mr. Chairman: Yes, we recognize that, Mr. Grande, no problem. I thought we would deal with the transfer payments with the various organizations, then we can go back.

Mr. Grande: Very good.

Mr. Withrow: Mr. Chairman, with a 4.2 per cent increase you have asked a very difficult question. Last year we gave a six per cent increase across the board to our staff, and the board of trustees has not decided how we will cope with this year's increase to staff. In our industry, inflation is running at 15 to 20 per cent in many areas. That's not salaries, that's framing materials, technical services of various kinds.

Mr. Kerrio: How do you cope with that sort of thing when you have staff established? You attempt to keep the same numbers of people in place with a reasonable increase. How do you deal, specifically, within the

limits of a budget—we are talking in terms of anywhere up to eight or nine per cent—if those things are happening? I have a concern in regard to holding the line somewhat, and certainly you have.

Mr. Withrow: We are sensitive to this. It is a particularly difficult time in our history. We have just completed six months of operation in our completed master plan, so that expectations on the part of the community and the staff have been built up. We have run a very full year program, and it is very difficult to face next year, cutting programs which might mean cutting staff. I find that a very difficult question to answer, and I can assure you the trustees are agonizing over it at this very moment.

Mr. Kerrio: I can appreciate the problem. It is a matter of what ultimately happens. You do then, I suppose, cut programs ultimately?

Mr. Withrow: There are two schools of thought. I suppose we cut programs and try to pay everyone a little more and make everyone a little unhappy across the board. Or we take a very large chunk of our program and make some people extremely unhappy—let them go—and pay the remainder properly. I don't like that Solomon role, I can assure you.

Mr. Kerrio: Right. Do you find more efficiency now in your new program in the way that it is put into place? Is it helping in any way?

Mr. Withrow: We can serve the community much better and the plant, now complete, works very efficiently. Whereas we used to put the collection in the basement when we had a temporary exhibition, we can now show the permanent collection—particularly the Canadian collection in the new Canadian wing that opened last fall—while four, sometimes five, other exhibitions are being shown. This is obviously attracting greater attendance and pleasing the community.

Mr. Chairman: If there are no other comments, can we proceed to the McMichael Canadian Collection?

Mr. Kerrio: We would like a bit of an overview of what's happening. We had Mr. McMichael with us last year, and I am pleased with the kind of rapport that the committee is able to have with those people that represent these various segments of art. It has been only a short time but if you have some comments that might be helpful to us in assessing what's happening in those specific areas, I would appreciate it.

Mrs. Pattison: We are very delighted that we have maintained the attendance—in fact

we are showing an increase in attendance this year. We have certainly been working in very close co-operation with tourism and tourist groups throughout the continent and Europe. I think the fact that there has been an increase shows the collection is very much appreciated by the people.

We maintain a very extensive education program in the gallery and we have schools from throughout all parts of Ontario and from other parts of Canada and the United States as well. We are working in close conjunction with the Ministry of Education to see that our education programs meet the requirements of the ministry.

Mr. Kerrio: Excuse me, while you are talking about the youngsters, would you have any kind of program where young people would be brought in to expose them, say, to the McMichael collection and maybe they could then go on to visit some of the pioneer villages? Is there anything like that being done that would get many more students involved?

Mrs. Pattison: Very much so. I think that generally they must travel quite a distance to come to the McMichael collection so they generally visit other tourist attractions and educational programs in the Metropolitan Toronto area when they come in to the city. They come from as far away as Grassy Narrows and Baffin Island on occasion, so they generally do visit many of the attractions in the area. We try to prepare them in advance so that the visit is very worthwhile and not just coming in and seeing the things quickly and leaving.

Mr. Kerrio: Yes, thank you very much. I am particularly interested in getting the exposure to as many Ontarians as we can, and of course our visitors. I think it's the thing that's going to make all the various segments of the arts worthy of our support—to really get the exposure. I am really pleased to hear that you are maintaining the numbers of people interested—in fact creating additional interest that would in future years guarantee we have the visitation we need to keep these things going.

I, for one, have a feeling that that wasn't really necessary just a few years back. It's beginning to become very obvious to me by the people who visit us that they are conscious of the fact they have a greater role to play in encouraging people to visit. I have a feeling that the arts are only worthwhile if more people do avail themselves of the privilege of visiting and seeing it.

Mrs. Pattison: Mr. Chairman, we do maintain the largest education program of any

gallery in Canada, and over 61,000 students from kindergarten through university visited the collection this past year. We have also broadened our extension program through Outreach Ontario, Festival Ontario and Experience '77, and we have been taking our collection to the various communities throughout the province. In addition, we have an exhibition of work from the collection overseas, which is just completing an almost two-year tour at the present time and will be returning. So we are trying to work in bringing the collection, which is owned by the people of the province of Ontario, to as many people as we possibly can.

Mr. Kerrio: Thank you very much.

Mr. B. Newman: You don't have a mobile caravan, do you?

Mrs. Pattison: No, we don't.

Mr. B. Newman: Are you considering that at all?

Mrs. Pattison: It certainly would be of interest. We are developing our extension program slowly and certainly this is well worth considering.

Mr. B. Newman: Everything is centred in the big city, whereas the smaller communities don't have that opportunity to see all of this and they themselves are as interested as is anyone else, but they are disadvantaged right away because you can't come to them.

Mrs. Pattison: We have been taking a number of exhibitions from the collection to the various parts of Ontario without the use of a mobile caravan; although I am certain that would be very excellent indeed. We are using other means to transport the collection to the people far more than we did in the past.

Mr. Grande: I really am keen in following up last year's estimates. It seems that is all we are doing this time.

Last time, when Mr. McMichael was here, I asked some questions of the minister and Mr. McMichael re what the minister did, I think it was the last fiscal year, when he came to you and said, "Proceed as if you have 95 per cent of the budget; what would you do?" I got the feeling from Mr. McMichael—although not in so many words—that somehow he wanted to say something and it didn't come out of him, so let me pursue this a little bit.

At the time that the McMichael collection became part of the institution of the province of Ontario—I believe it was 1964.

Mrs. Pattison: The negotiations began in 1964 I believe, and the agreement was concluded in 1965.

Mr. Grande: At that particular time in these negotiations, were there any papers that were signed by the ministry or by somebody acting on behalf of the government with the private McMichael collection?

Mrs. Pattison: There was an agreement.

Mr. Grande: Is it possible to get a copy of that agreement, Mr. Minister?

An hon. member: Pull it out of your pocket, Bob.

Hon. Mr. Welch: I'll look into that for the hon. member.

Mr. Grande: I just wanted to check something on that agreement.

Hon. Mr. Welch: Is there some specific question about the agreement?

Mr. Grande: Sure there is. Was one of the conditions under which the private McMichael collection became an institution of government that there would be no entrance fee required to the collection?

Mrs. Pattison: It is my understanding, as I was not present at that time, that the intent of the agreement was that the people of the province of Ontario would have free access to the McMichael Canadian Collection.

Mr. Grande: Last year the minister implied—he calls it an exercise in budgeting—that if the McMichael collection would have to do with 95 per cent of the budget that the McMichael collection would have to have an entrance fee to the premises. I believe last year you were saying that that is a policy you would like to go towards, isn't it? [3:45]

Hon. Mr. Welch: I think we might just have one or two comments of clarification, Mr. Chairman. The exercise to which reference is being made was one that all the agencies for which I am responsible, in so far as budgetary accountability to the Legislature is concerned, were expected to do.

You bring your agencies together and you say: "Look, I have to make some presentations to Management Board. Your budgets are of some importance to me. There will obviously be a great number of questions that I'll be asked with respect to what you do and what you would like to do, or what you could discontinue doing if there were some new things to do, and a whole array of questions.

"The best way to go through this exercise is to assume for the purposes of this exercise that next year you only had 95 per cent of what you have this year. What would you do? What would have to go? Let's assume that after you've gone through that exercise

and you've had the opportunity to study your whole program with respect to that approach, what would you do if you had five per cent more put back to go to 100 per cent? What would you put back into the package and what would you do with another five per cent?

I think that's not an unusual exercise to expect the agencies to go through. The government, the ministries, have been doing that for years, and so it was simply an invitation to the agencies to do the same thing.

The record speaks for itself, because this fiscal year I invite you to take a look at what the agencies have compared to the fiscal year before. Other than one, there isn't any one of them that's faced with 95 per cent or has even been straightlined at 100 per cent. They all had increases.

During the course of that particular exercise, what the hon. member has to be reminded about, is that following that first meeting—

Mr. Grande: You have to say it 35 times.

Hon. Mr. Welch: No, no.

Mr. Grande: Yes, you do. Because I have to say it 35 times.

Hon. Mr. Welch: What happened was that following that particular meeting, some people who were there thought it wise to discuss the meeting with the media. A story came out in the morning paper on this whole issue of 95 per cent—that all the agencies were going to be cut back to 95 per cent. What was a family meeting to embark on a budgetary exercise became public information at the wrong stage, at the beginning.

There is no question that during that time people who were talking in terms of what the adverse effects might be brought up some of their initial concerns. There is no question at that time that some agencies were reminded that there was no uniformity of practice with respect to admission charges, as of a number of items. We talked about opening hours. We talked about evenings. We talked about weekends. We talked about entrance fees. There were those who reminded us that some of our agencies expected people to pay when they came in and others didn't. What we were going to do was take into account various factors and arrive at some budgetary allocations.

There is no question that there is some sensitivity on the part of some involved in positions of responsibility with respect to an admission charge at the McMichael. There is nothing in the written agreement between the McMichael and the government of Can-

ada that says that there is not to be an admission charge. Let that go on the record right now. There is nothing. What may have been in people's minds is one thing. What's in the document is another.

I, as a minister, will not impose on the board of McMichael a decision that they have to charge people to go there. That will never be imposed on that board. The board will have to take that decision itself. The board knows that; the board has always known that.

What I take into account when making representations on their behalf to Management Board is another matter—they haven't made this point to me but since the hon. member is pressing it—and the McMichael Canadian Collection in this budget is getting an increase of 6.2 per cent for the next fiscal year as compared to this year. In percentage terms that represents, I think, a reasonable increase. That's what they get compared to the art gallery getting four per cent and CJRT taking a further reduction. If indeed they have trouble meeting their particular requirements, the option of getting some revenue from the public is still available to them, but they will have to take that decision themselves. It will not be imposed on them by the government.

Mr. Kerrio: On that subject, Mr. Minister, is it not a fact that—

Mr. Grande: Can I come back in?

Mr. Kerrio: Yes, but on this point, unless you want to go on—

Mr. Grande: I would like to continue for a few minutes.

Mr. Chairman: Mr. Grande has the floor.

Mr. Grande: You are saying, Mr. Minister, that in the agreement there is no condition which says the McMichael Canadian Collection should not charge an entrance fee.

Hon. Mr. Welch: That's right.

Mr. Grande: However, what I hear is that at that particular time the intent was that there would not be an admission charge.

Hon. Mr. Welch: That may have been. Like Jeanne Pattison, I wasn't at the meeting either. The agreement is there—in fact, in fairness to the McMichael board, the board has made it possible for people on a voluntary basis to make a contribution by way of some type of a gift.

Mr. Grande: I understand that.

Hon. Mr. Welch: I think there has been some revenue there. I take it, as far as agencies go, that this is the only agency in this list of agencies that does not have some type of admission charge. It's the only

agency of these agencies to which you are voting money that does not have a charge.

Mr. Grande: But isn't that because they were under the impression or are still under the impression that the intent of that agreement was that no entrance fee would be required?

Hon. Mr. Welch: You'd have to ask the board.

Mr. Grande: All right.

Hon. Mr. Welch: It's the board that makes that decision.

Mr. Grande: I suppose I'll have to ask the board. That's why I would like a copy of the agreement that was signed. It seems to me—and I take your word for it; if there isn't, there isn't. So we'll see whether there is.

Hon. Mr. Welch: Is that how you describe taking my word for it?

Mr. Grande: I'll take your word for it until I see the agreement. Then I'll see.

Let me tackle it this way: Do you have any agreement with the Royal Ontario Museum or with any other of the agencies?

Hon. Mr. Welch: As to whether they charge or not.

Mr. Grande: Yes.

Hon. Mr. Welch: No. I think that is something they do on their own. I am saying that in this list, going from the Art Gallery, the McMichael Canadian Collection—I'm sorry; the Royal Botanical Gardens don't charge either.

Mr. Grande: But were any of these agencies that we are talking about, other than the McMichael collection, ever private agencies?

Hon. Mr. Welch: The art gallery belonged to the city of Toronto, didn't it? It was operated by the city of Toronto until it became a provincial gallery. The Royal Botanical Gardens was not private from the standpoint of being the private property of an individual.

Mr. Grande: So the McMichael collection probably is the only one from a private individual that became an institution of government. Is that correct?

Hon. Mr. Welch: I don't know. Can any one volunteer any other precedent? It is certainly public now.

Mr. Grande: Yes, it is. I understand. But in 1964 it was private.

Mr. R. D. Johnston: But the collection is much larger now than it was at the time you are speaking of.

Mr. Grande: Sorry, I didn't pick that up?

Mr. R. D. Johnston: The collection has been enlarged considerably in the intervening 14 years.

Mr. Grande: But what I'm trying to suggest here is that obviously the McMichael collection has somewhat of a different status from the other institutions we are talking about here. Again, I accept what Mrs. Pattison says, but if the board thinks the intent at the particular time of signing that agreement was that no admission fee would be charged, therefore you're saying to the McMichael collection, "Live on 95 per cent of the previous year's budget; what would you do?" and then telling me it has increased by 6.2 per cent in this particular year, simply tells me that your exercise has failed. Has it not?

Hon. Mr. Welch: I don't know what the figure is. I think that you have to be fair; the result of the 95 per cent exercise is reflected in the fact that in the current fiscal year the McMichael Canadian Collection got an increase over the preceding fiscal year of what, about five per cent? I don't know. They got an increase. It was 100 and something per cent of what the preceding year was. They weren't funded at 95 per cent or whatever it was. Can you tell me, Mrs. Pattison, what this current fiscal year represents over the preceding one?

Mrs. Pattison: This year we have \$601,000.

Mr. R. D. Johnston: No, the previous year. What was it in 1976-77?

Mrs. Pattison: That was \$566,000.

Mr. R. D. Johnston: No, that's last year. What was it the year before that? Here it is. It went up about two per cent between 1976 and 1977, and it went up 6.2 per cent between 1977 and 1978.

Hon. Mr. Welch: Ninety-five per cent doesn't reflect anywhere.

Mr. R. D. Johnston: So it was 102-plus per cent and then 106.

Mr. Grande: In other words, last fiscal year your exercise worked somewhat. Let me ask Mrs. Pattison a few questions—

Hon. Mr. Welch: I think the hon. member would do all of us a favour if he indicated what his position is. Are you making a point for or against an admission charge at McMichael?

Mr. Grande: Why is it that you're always putting my concerns in terms of for or against? All I'm saying is that I'm trying to find out some facts and some information, and upon finding those facts and information I will come to a conclusion. Perhaps I haven't come to the conclusion yet.

How does the board feel about the box, as Mr. McMichael called it last time, the very prominent, large and impressive box there? How does the board feel about that box?

Mrs. Pattison: The board is very conscious of the need of the people of the province to live within their budget and so the board thought that they would certainly provide the people with an opportunity to donate to the collection if they were so inclined. That box has been in operation now for eight months. We have obtained a small amount of revenue from that.

Mr. Grande: Let me not make any judgement. Was it the five per cent that the minister thought you could make through the box? Five per cent of the budget?

Mrs. Pattison: No, we have not raised five per cent at this time.

Mr. Grande: Okay, pending that agreement I will reserve judgement, obviously, on this and I will come at it again next year.

Hon. Mr. Welch: The question is, I think we should say that the McMichael Canadian Collection gets an increase of 6.2 per cent, and if that board were to decide a week from tomorrow that it was going to charge admission that money would belong to it. That's always been the standing arrangement. That decision has to be taken by the board.

Mr. Grande: But the board has said, "We do not want to put that box there," has it not?

Hon. Mr. Welch: No, I think the board has decided to put the box there. The box is there.

Mrs. Pattison: The board agreed to place the box there. It has been there for eight months.

Hon. Mr. Welch: It's a voluntary contribution. If you go up there tomorrow with your family, Mr. Member, there's nothing to stop you from throwing a \$10 bill in that box on the way out.

Mr. Grande: Oh, it's "Mr. Member" now.

Hon. Mr. Welch: Seriously. It's a voluntary matter.

Mr. Grande: No, but I'm talking about being "Mr. Member."

Hon. Mr. Welch: The difficulty is that to go to some other agencies we don't wait for your voluntary and spontaneous gift. They get it from you before you go in.

Mr. Grande: As I said, my conclusion will be pending on taking a look at that agreement, obviously.

Mr. Kerrio: I have a question that might be of interest. On the basis of voluntary dona-

tions, is it significant? I hope that it would be. I'd hope that there could be some way that those people who can keep such a worthwhile thing going would see it that way. So many worthwhile things in our society are just a matter of getting people to appreciate what your board is attempting to do, to keep it on a voluntary basis, not to charge an entrance fee. I'd suggest that if you got many students and such people visiting, certainly in those regards we wouldn't want to talk about an entrance fee of any kind.

Hon. Mr. Welch: I think children are usually, in most institutions, let in free anyway if it's educational.

Mr. Kerrio: Exactly, so I wonder if you'd just share with us—is the voluntary donations aspect of it significant?

Mrs. Pattison: No, it is not significant. During the past eight months it has averaged seven cents per person. Many people who attend come in family units. Many are students who come with their schools and I don't think they would necessarily expect to contribute, but we, of course, do welcome the donations.

[4:00]

Mr. Kerrio: It certainly appears to me as though in providing such a very worthwhile exhibit that those people who could should be encouraged somehow. I don't know how you could help that situation, but I would hope that somehow that could happen and that we could increase the voluntary contributions to the point where you wouldn't ever have to charge admission to such a collection.

Mrs. Pattison: However, if I may interject, the people of the province of Ontario and throughout Canada have been very generous to the McMichael Canadian Collection. Our paintings are now worth well over \$11 million.

Mr. Kerrio: That's very encouraging.

Mrs. Pattison: These have been obtained through the generosity of the people.

Mr. Grande: Could somebody clarify about the museum because I remember that as a teacher I used to take groups of children down to the museum and I certainly remember they had to put in their 25 cents or 50 cents? I would collect it as a teacher as a lump sum and pay it. I thought there was an entrance payment for children.

Hon. Mr. Welch: Do school children get in? Is there anyone here from the museum? I really can't tell you. Is there any charge at the science centre for children?

Dr. Anderson: Oh, yes, there is.

Hon. Mr. Welch: Even if they come as a group, do school children have to pay?

Dr. Anderson: Oh, I'm sorry, No. For Ontario school children there is no charge. We do charge American school children.

Hon. Mr. Welch: We'll get that clarified. I know there may be some variation as far as school children are concerned.

Mr. Chairman: Thank you, Mrs. Pattison. The next one, the Royal Botanical Gardens, Dr. Laking.

Mr. B. Newman: Could I ask what the Royal Botanical Gardens is all about?

Mr. Chairman: Yes. Dr. Laking is coming forward. What's it all about, Dr. Laking?

Mr. Kerrio: The first question is, do you visit the Niagara Parks Commission?

Dr. Laking: Oh, yes, I am very interested in it. We have a good association with it, both ways. To try briefly to answer the question what is the Royal Botanical Gardens, it is located in the municipalities of Hamilton-Wentworth and Halton and comprises physically a couple of thousand acres, part of it developed gardens, which I think are reasonably famous throughout the North American continent.

A large area is in a state of nature, which we like to think serves as a demonstration area for other municipalities and for such areas as conservation authorities and so on. It pre-dates all of those and many of the things we do pre-date the developments which have come along in the province since. It used to be a project of the city of Hamilton. It has gone beyond that many years ago. The first provincial support came 25 years ago this year, in 1953. It is important not only for the citizens locally in the two regional municipalities which it serves most directly, but for tourists it is considered the major tourist attraction of that area and for professionals interested in anything to do with plants.

When one thinks of gardens, I suppose one thinks of ornamental plants, displays and that sort of thing. There is much more to it than that. We have helped many municipalities with projects such as street trees, parkland trees, how to approach their wetland problems, the retention of wetlands and that sort of thing. In fact, that is now some significant part of what we call our outreach program which many of you will know about. We are participant in Outreach Ontario and have made a special effort to provide some of the things that we can do to the communities in northern Ontario as

well as in southern Ontario. Someone—I guess it was the minister—mentioned the importance of the whole cultural realm as far as its impact economically. RBG plays a part in that as well through such obvious ways as stimulating interest in plants, in ornamental plants particularly. We are involved in a vast educational program. Part of that is through Outreach Ontario and part goes on right at RBG, but we like to take as much as possible out.

Mr. B. Newman: Do you run a degree or certificate program?

Dr. Laking: Not as such, but we are involved in—I often liken our educational program to that which goes on at museums, because it is at all levels; that is, from kindergarten right up to graduate degree people. One of the things we have been doing for more than 10 years now is providing the credit course for the University of Toronto landscape architects in ornamental plant materials. That has gone on every year since 1966.

We don't have a training course in horticulture as such, but we do have summer students who work at RBG who are in training in other things and get some of the practical experience at our institution.

Mr. B. Newman: I have developed a particular interest, simply because my daughter, after graduating from university and teaching for a while, ended up in horticulture. She went to the New York School of Horticulture, a two-year program, and left as a professional horticulturalist. I just wondered why we wouldn't have a similar program here in the province of Ontario.

Dr. Laking: You see, the community colleges are involved in this. The Niagara Parks School of Horticulture was a pioneer in this work.

Mr. B. Newman: I understand that, but seeing that you do have something extra special here, maybe there would be the need or the demand for what you have there, as far as learning is concerned.

Dr. Laking: That is an interesting point, because in 1946 when I was invited to join the staff of RBG, the staff was just being assembled, this was one of the things that was very important as far as the new board was concerned. It was researched pretty thoroughly and it was felt that there was not the outlet at that time over and above what was going on at the Niagara school, which started in the mid-thirties, I would say 1935. For that reason, it was not tackled at that time.

In the meantime, the educational aspect has been of the continuing education type which has quite an influence on homeowners—a lot of them are involved—so that we haven't gone the route that you are thinking about. There are so many schools already involved in it, so we try to supplement what they are doing in the ways I have suggested. It is still a very good point.

Mr. B. Newman: What percentage of your operating costs are provincially funded?

Dr. Laking: Roughly 50 per cent. Initially, it was all locally funded. We first got provincial funding in 1953, as I mentioned, and that was for capital projects entirely at the beginning. Then the province saw fit to fund principally educational and scientific programs. We are involved in a number of those, including pathology of ornamentals, with emphasis on tree diseases, and an active plant breeding program for the last three or four years being two examples. That is being funded by this ministry, but the operating costs of upkeep of lands, for instance, is largely from the local municipality.

Mr. B. Newman: You speak very highly of the program. Do you think you should have similar programs in other parts of Ontario? You know, I come from the garden gateway to Canada—

Hon. Mr. Welch: Have you got an old quarry down there?

Mr. B. Newman: That's Pelee Island you're thinking of. I think very highly of the program, and I was simply trying to lead into the minister considering establishing something similar back in the entrance to the province of Ontario and to Canada right at the city of Windsor, or in the suburbs of Windsor, so we could really impress our Yankee friends as they cross the border with their extra-valued dollars and help us maintain the balance of payments a little better.

Hon. Mr. Welch: Wintario would be very glad to match private money for such a project.

Mr. Grande: Let's hope they find somewhere in the borough of York, perhaps in the Davis ditch.

Interjections.

Mr. B. Newman: That's what I wanted to find out from you.

Mr. Grande: I don't have any questions and I don't want to be facetious about it either, so I will leave it at that.

Mr. Kerrio: I just have one question. To what degree would you be involved, say, in the surrounding community? Is there any kind

of real rapport with interested citizens and such? Is there a fair amount of—

Dr. Laking: Oh, much more with interested citizens and with citizen groups than with such bodies as the local parks department which is quite self-sufficient now. We help smaller communities which are less self-sufficient as far as providing expertise goes, but the people within 30 or 40 miles are very much involved.

Mr. Kerrio: That's interesting. I am attempting to see how you relate with them because I think in the last couple of years the same kind of program has been initiated in Niagara through the Parks Commission, through their director, Mr. Dalby, I guess. It seems that they provide very valuable information to those people in the area who can avail themselves of it.

Dr. Laking: That's true. You are really thinking of information service and this sort of thing.

Mr. Kerrio: Yes. I think it's a very vital—

Dr. Laking: That's a very vital part of our program, yes, but it doesn't stop with the local municipalities. It goes much beyond that and, of course, it tags along with our Outreach because wherever our people go, they are besieged with people who are wanting information or "Why this?" and so on.

Mr. Chairman: Thank you, Mr. Kerrio and thank you, Dr. Laking.

Now CJRT-FM Corporation, Mr. Finley. Do you have any questions, Mr. Kerrio?

Mr. Kerrio: Yes, I would just like to get Mr. Finley to kind of update us on what's happening there. I don't recall him coming before us last year. Did you, Mr. Finley?

Mr. Finley: In that I work in radio, I guess I have a nondescript face. I was here, sir.

Mr. Kerrio: I was trying to recall.

Mr. Finley: Yes, you asked me about the general operations of the station and highlights of our year. I have a few highlights I could mention if that's what you would like—

Mr. Kerrio: Well, yes, I think—

Mr. Chairman: A few highlights since last year, Mr. Finley?

Mr. Finley: Yes, since I was here last.

Mr. Chairman: Right.

Mr. Kerrio: I wonder, I wonder. He's confused.

Mr. Finley: Since I was last here we have begun a course on gerontology on CJRT as part of our open college course, in our open college programming. We are continuing an

economics course. That's a credit education, university level. We are concluding our festival series, which is a classical concert series and we are very pleased that we were able to distribute this series through Ontario. I would like it to be distributed throughout Ontario some time in the future.

Mr. Kerrio: In what medium?

Mr. Finley: Radio.

Mr. Kerrio: No, I mean in what way do you distribute it?

Mr. Finley: Yes, we do it through the Canadian Association of Broadcasters with the help of Imperial Oil Limited and the Ontario Arts Council. We are now broadcasting, through other radio stations, our festival concert series to 11 different cities in the country and two besides Toronto in Ontario—Thunder Bay and Kingston. We hope more stations will pick up this concert series as we are able to continue doing it. That is something that we feel justifiably proud of because it is very difficult to mount any kind of concert series and make it work.

[4:15]

Mr. Kerrio: Do people come to initiate the series? For instance, you mentioned Thunder Bay. I am particularly interested in how your programming would relate to northern Ontario. It seems in many aspects and areas of communications we sort of get there last. Wouldn't this appear to be the kind of programming that would be very easy to initiate through the north? Is it at their invitation that you go that route? Or could you help me there in how you put the programming into being?

Mr. Finley: No, sir. It is not at their invitation; it is by our own volition. We feel it is our duty and obligation to serve Ontario as best we can, in spite of the fact that we are based in Toronto; and this is one way we can do it. We are still trying to work out a way whereby we can distribute our educational course to other radio stations in the province. I am hoping we will be able to do that. It is costly, and we are trying to find ways to do it; and we are managing to blend government support with private support, because we are a fund-raising station as well.

Mr. Kerrio: How does your funding relate proportionately between allocations from the ministry, we'll say, and from the private sector?

Mr. Finley: We get about 70 per cent from the government and we have to raise the remaining 30 per cent. This year it is \$250,000 we have to raise.

Mr. Kerrio: Has that been a difficult task for you?

Mr. Finley: It is a challenging task. I don't think it is right for me to say it's difficult. We know that a radio station such as ours depends very much on public support and on whether an audience cares for it to exist. Fund-raising is certainly a way of finding out whether your audience is involved with you and wants to support you. The level of support that the station has received from its audience since we started fund-raising has gone from approximately \$67,000 three years ago to about \$130,000 this year.

Mr. Kerrio: That gives you a pretty good selling point to the private sector, when they are buying your time too, doesn't it?

Mr. Finley: Yes, it helps a bit. Our audience support has continued to be ahead of any corporation giving.

Mr. Kerrio: Very interesting. I think it is significant in view of what we have discussed in some of the other areas; while it may not be quite the same, it is interesting that the funding in those proportions gives you some latitude, I imagine, in so far as having some real mastery over your destiny in terms of going out into the private sector to raise funds.

Mr. Finley: I think it does to a certain extent. I think there is probably a limit. I don't know what the limit is as to what we could raise from an audience or from corporations. It gives us latitude within general programming over a year. Unfortunately, it does not give us latitude to pick and choose specific programs.

We have people who are hired and on staff and they must decide well in advance whether we are going to proceed with a credit course or a music series, for instance. But I think it is a challenging thing for all of us at the station. Fund-raising was completely strange to us when it began three years ago. We are finding that perhaps we are better at it now, and we hope we will get better.

Mr. Van Horne: Mr. Chairman, I was wondering about the \$250,000; is that exclusive of the \$175,000 that is available from Colleges and Universities?

Mr. Finley: I can't answer that any of our money is exclusive from another amount of money. We have to raise \$250,000 other than any money received from the government of Ontario. So I guess the answer to that question is yes, it is exclusive from the \$175,000.

Mr. Van Horne: Then if I may pursue this, Mr. Chairman, through either the minister or

his assistant, is the amount we see for Ryerson—I'm sorry, for CJRT. That's a bit of a slip, having spent a year at Ryerson in the radio course—is the amount we see in the estimates for CJRT in addition to that \$175,000? I am referring to the \$531,600.

Mr. Finley: Yes. Our overall budget is \$947,000.

Mr. Van Horne: Thank you.

Mr. Breaugh: I wonder if I could ask the minister whether there are any plans in his ministry to fund other radio stations of this type?

Hon. Mr. Welch: I suppose it would be interesting to know, Mr. Finley, if there are any other models.

Mr. Finley: No.

Hon. Mr. Welch: At the moment then it's not difficult to answer your question.

Mr. Breaugh: The fact that there are no funds available indicates there are no other stations operating.

Hon. Mr. Welch: We have an interministerial committee at work.

Mr. Breaugh: I'm thinking about Radio Free Oshawa.

Hon. Mr. Welch: Do you mean broadcasting from your new residence in Parkwood?

Mr. Breaugh: That's right.

Hon. Mr. Welch: If you keep it up, you may be a private entrepreneur yet.

Mr. Breaugh: A public entrepreneur. You're not intending to fund any kind of a system of radio stations like this around the province?

Hon. Mr. Welch: No, at the moment we are interested in educational broadcasting, obviously, because of our interest as a ministry in the open sector. As your colleague knows, we have some views on that particular subject. We have an interministerial committee at the moment studying this whole area of educational broadcasting, involving CJRT and involving OECA, and we are looking forward to having the benefit of that particular study.

In addition, it seems to me through the Wintario program we have been involved with some community cable companies dealing particularly in the area of multiculturalism and the arts, but that's on a fairly local basis consistent with our mandate. Is that not correct, Mr. McCullough?

Mr. McCullough: That's right, and we've also through Wintario funded a radio station in the north on Hudson Bay.

Hon. Mr. Welch: That's a different approach to this but it certainly helps to fulfil

a community need in the field of cultural expression.

Mr. B. Newman: Are your radio tapes available to schools and institutions?

Mr. Finley: Some of our tapes are. I have to qualify it because we don't let credit courses go out without their being in an organized package with tutors assigned and with the whole thing being a learning system. A number of our non-credit courses are available. A number of schools have been in touch with us and we have made tapes available to them.

Mr. B. Newman: I would think some of your programs would fit right into the curricula of various subject matter in the secondary or the post-secondary school system. If they were available, I would think you would be providing a real service to them.

Mr. Finley: If I may add, I think in many ways, if our programs were available to those schoolchildren in the community where they lived, if they could then listen to them on the radio individually, they would probably get far more from them than if it was on tape in classroom with 30 children listening. An audio-tape is not necessarily a very attractive thing for a group of children or a group of adults to listen to. Television works better.

Mr. B. Newman: Do you mean if it were available on a radio station?

Mr. Finley: We're trying to do that through the private industry.

Mr. B. Newman: In the meantime, a lot of the tapes you have could be used on request.

Mr. Finley: And we have done. Atikokan is one community where they have received a number of our courses.

Mr. B. Newman: It would sell the whole idea that you have at CJRT, if you made it available.

Mr. Finley: That's right.

Mr. Grande: I have a couple of questions. Following up what the minister said, he spurned me on to ask some questions with his own interjections.

Mr. Breaugh: I doubt that.

Mr. Chairman: Spurned you on or spurred you on?

Mr. Breaugh: It's the best offer you've had all afternoon.

Hon. Mr. Welch: All afternoon? All my life.

Mr. Grande: You're really deprived, aren't you? With respect to these two particular radio stations you were talking about, one of which is up north, that are getting some

Wintario funds right now, does that mean that as soon as the Wintario funds dry up they will not be supported any longer?

Hon. Mr. Welch: The Wintario money is with respect to start-up costs for the project and equipment. They have to find the money for ongoing operating expenses from within the community.

Mr. Grande: What prevents you from getting into open-sector programming on radio?

Mr. Finley: We're in it.

Mr. Grande: Could you explain it? I wasn't aware of that.

Mr. Finley: Simply by the fact that we have educational programming and it's through a transmitter, I would consider it then to be open-sector programming. There are so many semantic descriptions of education. We feel we are an educational and cultural station and that we do have open-sector programming.

Mr. Grande: But can you give me an idea of some of the programs that you would consider open-sector programming?

Mr. Finley: I just mentioned a few but I can repeat them.

Mr. Grande: Sorry.

Mr. Finley: All of them could be defined as such, but I can be specific. We did a credit course on the Canadian novel; a credit course in developmental psychology; sociology; economics; biology and 20th century man; a course for volunteers working with emotionally disturbed children; a course on how to be a parent. Shall I continue?

Mr. Chairman: I think that's sufficient, Mr. Finley. That will give Mr. Grande an idea.

Mr. Grande: That was open-sector programming and not educational programming then, as far as you're concerned?

Hon. Mr. Welch: I only want to be helpful to the hon. member. I think Mr. Finley has volunteered some of the more traditional types of programming, some of which are credit courses. But in addition to that type of programming he might want to explain that there are broadcasts as far as music is concerned, special concerts—

Mr. Finley: We have musical programs. We have programs on the biographies of composers and conductors. We have an opera series. We hope, soon, we will be starting a course on jazz. We have a series on income tax. We have a series on you and the law and the law and the community, we have a number of those kinds of programs; a series on architecture—

Mr. Grande: Okay. Thank you very much.

Mr. Van Home: I wish to ask the minister about the interministerial committee to which he made reference. You are looking at certain aspects of this operation. What are the terms of reference of this committee, do you know? Are you able to elaborate? I have a growing concern about the aspects of "education" that seem to be filtering out into other ministries. This I would consider one of them.

I've had a concern for some time about the need for more liaison between Colleges and Universities and Education. I'm concerned to see the low priority given to guidance services in our secondary and elementary schools, particularly at the senior elementary and during that critical time in secondary when guidance services are needed. It seems that it's not very high on the priority list, yet at the same time we have the youth secretariat branch with a fairly large number of people they have. You just take a little look at that newspaper that they send out—"Counterpoint" or whatever it is—and the back page of the last edition. There were 18 people listed there as staff working in that general area of counselling.

It has to be a concern to all of us if we see education being splintered and accommodated through ministries other than the Ministry of Education, if, in fact, it isn't being accommodated properly. I just have to question whether it is or not. So I'd like to know the terms of reference and see what terms you're pursuing.

Mr. McCullough: The terms of reference are:

"1. It is recommended that a committee be established to be known as the interministerial committee on education broadcasting to study and report to the cabinet committee on social development on long-term approaches for the government in Ontario to the production and distribution of educational programming and media services, including television and radio broadcasts and non-broadcast materials.

"2. Specifically, the committee is to examine and make recommendations on such matters as the needs and demands of specific client groups or markets including the educational institutions, that is pre-school, elementary, secondary and post-secondary; the non-institutional, open-sector learning areas; francophones; Ontario's ethnic communities; and native peoples and the services thereto.

"3. Potential changes in the structure of the Canadian broadcasting industry—such as the introduction of CBC (2) which has been dubbed the Canadian PBS.

4. Potential changes in methods of delivering programming and media services to individuals and the public generally, including such new technology as pay-per-program, pay-per-service and video-recording service, such as video discs et cetera.

[4:30]

"Consideration should also be given to the following: Cost benefit analysis of alternative approaches, including Ontario's present approaches to the production and distribution of educational programming and media services, the degree to which the government of Ontario should participate directly in the various aspects of educational media, including the option for privatizing such services, as well as an examination of other media services; an examination of the government of Ontario's present institutional structure for participation in the production and distribution of educational programming and media services to ensure an ongoing co-ordinated government approach to such services; an analysis of current methods of funding or financing such media services to ensure co-ordination and monitoring of funds, as well as an examination of alternate funding sources; recommendations for possible changes in legislation."

Those are the broad terms of reference.

Mr. Kerrio: Following your line of questioning, what sorts of people would you ask to sit on such a committee? Where would they be drawn from?

Hon. Mr. Welch: There are representatives from a number of ministries: our ministry, Ministry of Education, Ministry of Colleges and Universities—

Mr. Kerrio: The committee itself?

Hon. Mr. Welch: —Ministry of Transportation and Communications. It's inter-ministerial—within government—but it does speak to the point of the member for London North. It does involve all these ministries, which we should pull together in this area. It responds to some extent to the concerns expressed by the member for Oakwood—the whole area of further expansion into the so-called open-sector—the unstructured, non-institutional sector.

Mr. Van Horne: I suppose there is some kind of precedent for input from other than ministers or people within the government side. Is that true? I would have to—

Hon. Mr. Welch: Once we have the material ready for my cabinet committee, and thence to cabinet, I would think we would then want to invite some comments from outside government with respect to this whole issue.

Mr. Van Horne: That would include members of the Liberal and New Democratic parties?

Hon. Mr. Welch: A very important part of the public, I would think; not a large part of the public, but a very important part.

Mr. Van Horne: Growing significantly.

Mr. Breaugh: One might even say a majority.

Hon. Mr. Welch: Oh, well.

Mr. Van Horne: I don't want to flatter you unduly, Mr. Minister, but we may on occasion have something to say that is at least worth considering and perhaps the government might in its wisdom choose to invite some members from the parties opposite to be part of this during the process, rather than after the fact. Maybe we're coming to that enlightened day. I'm sure that you have enough respect in your own cabinet that you might suggest that to your confreres, if you agree with what I say. I would like very much to have input into this type of committee.

Mr. Grande: Isn't this interministerial committee on broadcasting almost following the same procedure as the interministerial committee on multiculturalism; isn't it mainly made up of civil servants?

Hon. Mr. Welch: Certainly, that's what interministerial committees usually accomplish. They bring representatives from a number of ministries together to respond to a specific mandate.

Mr. Grande: But there is no political input into that, is there?

Hon. Mr. Welch: The point is that ultimately the political decision is taken by the government. We seek advice everywhere.

Mr. Grande: I just wanted to address myself to the question raised by the Liberal member who wanted to be part of that. I don't understand whether he was thinking of seeking a job as a civil servant or not, I don't know.

Hon. Mr. Welch: He's been known to have some responsibilities on that line.

Mr. Chairman: Grants to the Ontario Arts Council.

Hon. Mr. Welch: This is Mr. Applebaum and Mr. Evans, Mr. Chairman.

Mr. Kerrio: I started by questioning the minister in regard to appropriations; how we arrive at appropriations and to what degree we might be able to question the use of the funds. Regarding the budgetary allotment to the arts council, it has had significantly proportionate increases, I think,

above most of the other areas. I see this year we are talking in terms of—is it an increase of \$1.5 million over the budget of last year?

Mr. Applebaum: No, the increase was \$1 million, I believe; from \$10.5 million to \$11.5 million; and this year it is a budget of \$12.5 million.

Mr. Kerrio: Roughly what percentage?

Hon. Mr. Welch: This year it's a 9.1 per cent increase.

Mr. Kerrio: In many of the other areas we have had some benefit of an apportioning of salaries and wages of employees—sort of an off-the-top-of-your-head report in regards to that part of your sums. Last year we had your report in our hand, but this year we don't have it. Let's just talk about the increase. To what degree would the increase be used for increased salary and wages or other areas of grants and such?

Mr. Applebaum: I imagine a reasonable proportion. But Mr. Kerrio, this agency, as distinct from the others that you have been questioning this afternoon, essentially uses its money not for its own programs but for the programs of people out there. In other words, we are a medium reflecting to the government what we estimate is the temper and the climate and the needs expressed by the clientele out there. What we have been able to reflect to the government over the years has been an incredibly increased demand by the people of Ontario for some kind of a participation in artistic activity.

The figures are really quite remarkable. In 1969 the numbers of grants that the Ontario Arts Council was giving out totalled 95. I think the appropriation in 1969 was somewhere in the neighbourhood of \$1.5 million, which went to 95 operations in Ontario. This past year we have made over 3,000 grants to both organizations and individuals.

In other words, the money is not being used by the Ontario Arts Council. We are a funnel that provides government money to promote the interests of the people of Ontario in their artistic life. Happily, because I think it is an important part of living, the people seem to say we need much, much more in the way of artistic experience, artistic activities, artistic resources, artistic functioning within our communities. We are the funnel through which the Ontario government encourages and participates in that activity.

Interjection.

Mr. Applebaum: The service that an art gallery, a theatre company, an orchestra and

so on wants to provide to its community is for the benefit of the people in its community. The quality of that service depends entirely on the quality of the people involved. One of the directions we try to pursue is to constantly elevate the ability of the people to provide better service. Another thing we aim to do is to make the artist, of whatever discipline, a member of that community who is able to live economically as an equal among his neighbours.

Unfortunately, our whole artistic history has been such that the artist has always been an outsider; he has never been an integrated element in the economic fabric of our life. His contribution, therefore, has always been looked on as an addendum, an unessential element, as something that we might acquire if things were nice—if everything else were looked after, all the sewers were built and all the roads and so on, then we might participate in something for the spirit.

I don't think that applies anymore in our day and age. One of our functions, I would put to you, would be to make it possible for the people to enjoy artistic experience of a very high quality, provided to them by artists of a very high quality who live as respected equals in the community with all of the other members of their community, whether they be teachers or truck drivers. The artist, unfortunately, has been, and still is, economically a non-factor; but in other respects the artist is beginning to assume some kind of place in society. It is that increased interest in what he has to offer, and what the people of Ontario seem to be looking for, that we reflect to the government.

To the government's credit, I put to you, it has been able to understand what the people of Ontario seem to be looking for; and it has, through the grants to the Ontario Arts Council, been able to transmit this interest back into the communities. So the money isn't ours.

Mr. Kerrio: Maybe it's because I'm a traditionalist, but the concern I have is are we really accommodating a very few people who have the very narrow type of appreciation of a specific type of art rather than reaching out to the communities and giving the kind of art to the community that would be accepted on a much broader base?

I will bring the point into significance here, if you will allow me. I personally was very disappointed with the art that was given to Her Majesty. I might tell you that I'm somewhat of a traditionalist insofar as royalty is concerned, and I really appreciated the fact that we were going to give Her Majesty something on behalf of the citizens of On-

tario. I was very disappointed that every piece in that collection is ultramodern art.

Is there real consideration given to the not-so-arty people in the Ontario scene who would appreciate much more works of art that we could understand? Are there that many who could appreciate the collection that was given to the Queen? I notice she left it here.

Mr. Applebaum: It may have been given to her by the native element in our society—they're called "Indian givers."

Mr. Kerrio: I really am seriously concerned about that aspect of art.

Mr. Applebaum: What kind of art we practise is an individual decision. There are all kinds of levels and all kinds of interests, and all kinds of objectives that relate to whatever people feel they would like to see or do. Primarily it is the doers we are interested in at this point.

We make it a very important point of our philosophy as an arts council to encourage artists to be artists and to do what they want to do. The last thing we would like to see is that our money is directed for a certain classification of artistic activity and not for another, because I don't feel competent enough to know which is the right one and which is the wrong one. Therefore, I think it is in the interests of the good artistic health of this province that artists be encouraged and enabled to practise the art they feel they would like to be involved in.

When we select things, which is taking the product after it has been made, and want to use it in one way or another, what we normally do is call on what could be called "experts," in other words, the people who are deeply involved, day in and day out, in that kind of life, and who have developed standards of certain kinds. It is their standards we live with. We do that, I think, in all aspects of life. It is the academic expert who usually dictates to us certain standards.

[4:45]

Our tastes happen to be much more subjective and personalized. Personal tastes may not necessarily conform with what so-called experts feel is a higher standard than something else because we are into a very subjective thing. Your interpretation of a piece of music and mine might be parallel or might be very different. I have no idea which one is righter than the other. So the best we can do at the moment is to hire or to involve the opinions of so-called experts, and perhaps they are so-called. Who is an expert and what particular taste he

reflects is sort of in the lap of whom you select.

Mr. Kerrio: I have a feeling that many people set themselves up as experts. I have to think that art is like colour, like paint. Do you like blue or do you like red? Where do your tastes lie? I am bringing this into a subjective way only so that we can analyse the situation and suggest that if taxpayers' dollars are going into this, then we direct it in a fashion somehow that they get some sort of an involvement. I can't believe they do if we cater to a particular group.

Mr. Applebaum: We made grants last year to almost 1,500 organizations. I think by sheer numbers you would have to assume that that covers a very wide spectrum, an enormous spectrum of all schools, and all interests at all levels of expertise—amateur crafts and what you might call high art in which you have no particular empathy. We try through our mandate, which is to promote the arts, to do it as effectively and as widely as possible. We are naturally very concerned that the spread reaches geographically as wide as possible, reaches demographically as wide as possible and in all respects reaches the people of Ontario because it is our duty to make the arts more significant to the people of Ontario, and that means everybody.

Mr. Kerrio: Yes.

Mr. Grande: The artist in Mr. Applebaum really comes through. You were suggesting that this past year there were 3,000 grants to organizations and individuals, and yet you were saying you don't feel competent in deciding which is valuable and which is not valuable. Therefore you set up this committee of experts to make a decision and come up with standards. My question to you is, out of the 3,000 grants that were given, how many grant applications were made to the Ontario Arts Council?

Mr. Applebaum: We have a number of systems, we have a number of sets of criteria and we have a number of techniques. We have evolved these in order to be as flexible as we can and to be as responsive to the potential needs as they emerge. There are two basic classifications. One is grants to organizations, structures, orchestras, theatre companies, galleries, et cetera. The other is grants to individual artists, essentially to creative individual artists because there, in our opinion, is the basis for our artistic face. The nature of what we are as a people is really reflected to us by creative people. It's very important for the future that we encourage creators to create. Most of our

grants to individual artists are directed in that way.

Obviously, we have to treat applications from these two basic groups differently. Applications from organizations essentially come to us on application forms which provide a lot of information about their finances, their administrative structure, their plans for programming and the nature of their board. A lot of basic materials is provided to us so that we can assess their validity as an operation, both artistically and administratively, and so that we have some confidence that the money we grant to them will be used effectively and will provide an artistic input back into their community that has some value and that there's confidence there is continuity.

It's very important for us to feel that what is being offered by that artistic structure is something that the community wants and that the community can use. The feedback system, which is reflected in box office and in individual granting support and so on to that artistic unit, is very important to us. Organizations essentially provide for us a lot of information. With individual artists we are back into a subjective area.

Mr. Grande: Mr. Applebaum, I understand that is a very subjective area. I would like to find out, out of the 3,000 grants that the Ontario Arts Council has made to individuals and groups, how many applications in total there were and how many people and organizations applied to the Ontario Arts Council. Then we can get an idea in terms of how many did get the grants.

Mr. Applebaum: I think I can give you those figures. In 1977-78 I would guess there were 4,000 requests. The rate of success, if you like, was a ratio. I am hesitating because in the case of individuals it is obviously quite different from what it is in the case of organizations. In this last year we had requests for about \$14 million worth of funding and we were able to make grants of \$8.5 million, if that gives you a ratio.

Mr. Grande: No, I am not concerned in terms of dollars, I am concerned in terms of grant applications. You are saying in 1977-78 you received 4,000 applications and 3,000 of those were granted, which means 75 per cent were granted.

Mr. Applebaum: Roughly. That includes a very different ratio for individuals. If I can break it down for you, Mr. Grande, 1,600 requests were from organizations and roughly 1,400 grants were made to organizations, and there were 1,900 grants to in-

dividuals and about 2,500 requests from individuals. Again, I have to explain that a little bit. We have devised—I think Mr. Evans is probably the originator of it—a rather interesting way of getting grants into the hands of creative people. The normal way, the traditional way, of assessing whether A as an artist, as a painter, as a playwright, as a poet, or as a composer deserves support is through a jury of peers.

We perhaps can agree that creative people should be encouraged. Since they don't fit in economically, and we have no way of allowing a composer to be a composer and to earn his living as such, granting becomes a very important element. The traditional way to decide who should be a recipient is through a jury of peers. In other words, a painter would submit to a jury his presentation—usually in the form of slides or something to reflect the quality of his work—and the jury would look at it in competition with X numbers of others and decide that he deserves or does not deserve a grant, in their opinion.

It is entirely a matter of opinion. We are back to the personal value judgement we were referring to earlier. There are a lot of drawbacks to that system, which I needn't go into. It is slow, it is expensive, it is coloured by a peculiar kind of chemistry and so on.

Mr. Grande: Mr. Applebaum, my apologies, I don't want to interrupt you. However, I think when I do come to the Ontario Arts Council we can talk about that. I have a fair number of questions so therefore, if you don't mind I would like to continue. In other words what I was saying at the last estimates applies. If I have those figures correct, 1,600 organizations applied and 1,400 organizations received grants; 2,500 individuals applied and 1,900 individuals got grants. It appears to me that an organization has a better chance of getting a grant than an individual does, does it not?

Mr. Applebaum: I have to say yes because in many cases we have four or five times as many applications within a certain category of grants for individuals. In other words, one out of four or five might be successful in the case of individuals in certain categories while the organizations fare much better.

Mr. Grande: Is it not a fact, and this is another point I raised last time, that much of your time in terms of these organizations is spent with those famous 13 big ones that we were talking about last year? What has happened in terms of these large organ-

izations, with budgets over \$100,000, getting direct grants from the ministry as opposed to remaining with the arts council? Has anything happened on that?

Hon. Mr. Welch: No, actually I do recall the last time we discussed estimates the member wondered whether or not we couldn't lift from the Arts Council the maintenance funds or the operating funds for the large institutions such as the Toronto Symphony, the Canadian Opera and the National Ballet. I think it was considered at one time by the Arts Council people themselves—Mr. Applebaum and Mr. Evans could speak to this—but it was felt there was still some need to impose certain criteria and certain judgement calls had to be made even for those budgets. It wasn't quite as routine as we have done in so far as some other operations are concerned.

As you will recall in our discussions of a year ago, I mentioned the fact that the ministry—and we had been voted some money to do this—took over some responsibility in connection with the art galleries of the province and along with some of the umbrella organizations to fund them on a straightforward basis from the ministry and, therefore, relieve the Arts Council of the ongoing operational support for those organizations and leave them the responsibility of making certain judgements with respect to program money. I think, as we discussed it, it was in that context this question was raised whether or not we could apply that same approach on the same principle.

Mr. Grande: You did say, as I recall, you were going to follow that up.

Hon. Mr. Welch: Certainly. That's what I'm sharing with the hon. member. We did follow that up and it didn't lend itself to the same approach as we had done with the others. We felt on reflection that it would be much better left to the Arts Council to apply to those applications and to that review the same standards they were applying to all the applications that came in. Although I think we were reminded at that time, if someone here can help me with the figures, that the 10 or 13 organizations to which the hon. member makes reference certainly were the beneficiaries of a fairly large percentage of the council's funds.

Mr. Grande: More like a third.

Hon. Mr. Welch: I would invite the hon. member to ask the officials of the Arts Council themselves what they think of that. I think their opinion on that would be a very valuable one, but I just would want to repeat that initially, when the hon. member

had mentioned it, I thought it was worth giving some consideration to, but on reflection, as I have already reported, we felt it was much better left with the Arts Council.

Mr. Grande: What are your feelings on that, Mr. Applebaum and Mr. Evans, any one of the two?

Mr. Applebaum: I don't see the advantage to transferring it, if the objective is to save the Arts Council money. I think the reality is—

Mr. Grande: What the ministry would spend on these organizations would be exactly the same amount of money as the Ontario Arts Council would; so it's not the saving of money I'm concerned about. It's the savings of energy I'm concerned about so that the individual artist can get a better deal and can be looked after in a much better way through the Ontario Arts Council. That's the whole intention.

Hon. Mr. Welch: In keeping with the point he's making about the staff time that's being applied to the analysis of budgets of the big ones, could that be better employed by dealing with some of the more personal applications that come in?

Mr. Applebaum: First of all, may I say I appreciate very much your line of interest because I think that's a very healthy one and I would certainly concur with it. On the other hand, the big structures in our artistic life have an enormous amount of influence. If you did try to separate administration from programming in the case of the Stratford Festival or the National Ballet Company or even the Hamilton Philharmonic, I think what you tend to do is to lose the very important element of influence.

[5:00]

I said earlier we don't tell people what to play or how to do things and so on because obviously our artistic life must reflect the interests of the people who make the art. Nevertheless, when it comes to big structures, there's a tendency for administrative costs to go too high. There's a tendency for the administration to make certain decisions about their artistic program, if the artistic director happens to allow it. They tend to go off in directions that may or may not be in line with the long-term interests of the province and so on.

I think it's important to maintain whatever leverage you have on these structures. The more independent the big part of their budget becomes from the other parts of their budget, the less leverage you have. I don't at this point in time see that we're ready to

allow elements of this kind to be totally independent of influence.

Mr. Grande: Mr. Applebaum, surely you will not allow them to be totally independent because they would directly come under the scrutiny of the ministry and not necessarily under the scrutiny of the Ontario Arts Council. Therefore, they cannot say their expenses will be 15 per cent when they weren't 15 per cent because I'm sure there would be people within the ministry that can look at that.

Mr. Applebaum: I'm not questioning their honesty or the way they report their figures.

Mr. Grande: The thing is, Mr. Applebaum, when an organization like this comes to you with an application, there isn't really very much you can cut out of it in terms of their budget because, after all, you admitted yourself they have a tremendous amount of influence. Probably the best expertise that exists in the arts would be with those big companies or big institutions. Therefore, I don't see the need to go through the Arts Council and waste a lot of time of the people at the Arts Council.

Mr. Applebaum: It's straight mechanical administration, I would agree with you, except that the administration exists to serve an artistic objective. It's the artistic objective we're interested in and, therefore, the whole way that operation functions has to be aimed at only one thing, the artistic product at the end.

Mr. Grande: But the ministry already does it. For example, with the McMichael collection and with the Art Gallery of Ontario. Don't you do that in looking at and assessing their budgets and their operating expenses, plus the expansion of it? The ministry already takes that into account. Are you suggesting that an organization which goes through the Ontario Arts Council for its funds is in any way different to the McMichael collection that goes through the ministry for funds as far as the artistic goal is concerned?

Mr. Applebaum: I don't know whether I can answer that because we've never had an involvement with the McMichael collection, the Royal Ontario Museum or the Science Centre. I have no idea how in detail the criteria are applied. I do know that in the organizations that we relate to we have a very intense liaison with their artistic activities, with their board element and with their administration. In other words, we talk a lot. We're very closely involved. In some ways, certain attitudes will

rub off. Whether that's good or bad, I'm not so sure.

If we can go back, Mr. Grande, to your basic objective of this exercise, which is to leave us free to do better by the individual artist, the implication is that perhaps we're not doing well enough by the individual artist, which may be true.

Mr. Grande: I not only have implied that but I said that.

Mr. Applebaum: I was leading earlier to a description of a method of getting money into the hands of artists that has evolved out of the Ontario Arts Council which may be relevant to your point of view. I was trying to describe a third-party recommending system that did not depend on juries. It did not depend on the traditional way of deciding which artist rather than another artist deserves a grant.

This system removes a lot of the decision-making from the Arts Council and puts it out into the field where we think it belongs better. In other words, we feel that whether or not a painter, or a writer or a poet or a choreographer or a playwright deserves a grant is best decided by the people in the marketplace who do, or should, relate to that person and who should be in touch with that community of artists in his discipline. In other words, a gallery in Windsor should be in touch with the artists in the Windsor area and should be able to assess in their own way who is deserving and who is not deserving.

We've removed from ourselves almost a total involvement in deciding which painter should get a grant. It requires no money from us. It requires no time from us or very little time. There's no delay in getting the money out to the artist.

What has happened is that the Windsor gallery says: "Mr. Ontario Arts Council, we recommend to you that artist A gets a grant of—" whatever it might be, up to \$3,000 or \$4,000. As soon as we hear from the Windsor gallery and have checked out certain basic things, that money goes to the artist. We are able to get out a fair amount of money into the hands of artists who should have it, not on our judgement, but on the judgement of that community out there, whether it be galleries or publishing houses in the case of writers or theatre companies in the case of playwrights and so on. They make the decision, they spend the time and they spend their concern. We take their word for it.

It has some shortcomings but it has an awful lot of advantages. I think this system

can very effectively put money into the hands of a great number of artists with very little administrative involvement.

Mr. Grande: I still cannot help but think that if the Ontario Arts Council were relieved of granting money to groups that are already well established and traditional within the province, then you would be spending more time in terms of deciding the criteria for the individual artists, and you yourself have admitted that it's not working as well as for the big organizations.

Mr. Applebaum: No, I didn't. I was merely quoting the numbers.

Mr. Grande: I thought that that's what you said. If you did not say that or did not imply that, I apologize.

Mr. Applebaum: I'm saying that in some cases one artist out of four in a particular grouping might be a successful recipient. What we have not analysed is how many of those other three really deserve a grant on certain criteria. Whether they do or do not is a question.

The level of the granting has got to do with budget allocations and so on. In other words, if we put a ceiling of \$3,000 on a grant to an individual, it's a condition that the council has reached, having analysed its budgetary allotment. Maybe that ceiling should be \$10,000 or \$20,000. Unfortunately, we would have to change our attitudes towards granting and say it's more important to give a very few people \$20,000 than to give more people \$3,000, et cetera. The numbers game is a funny one to play in the case of granting.

Mr. Grande: I want to tell you I'm not playing a numbers game at all. I have a commitment and an understanding that the individual artist is not doing well through the Ontario Arts Council. I said that last year. I will keep with that and I will certainly encourage you to move in that direction. That's all I want to say on that point. I hope that 35 times of repetition is not necessary for something to happen in that direction. Anyway, it's up to the minister and it seems that the minister has already made up his mind that he wants to leave things as they are.

Hon. Mr. Welch: I must say at this particular stage under the circumstances, for reasons which I've shared with you and which Mr. Applebaum has amplified, having concluded that there is some advantage in leaving the assessment with respect to the budgets of the larger organizations with the Arts Council, it does not logically lead to

your conclusion that, therefore, we are abandoning the individual artist. I think this is the point which Mr. Applebaum wanted to make and which we can continue to make.

Let me say this: It would be very helpful in this exchange—and that's why these estimates are here—if we had some specific examples. Rather than having the generalization that individual artists are not doing well through the Arts Council, it would be very helpful if we had some specifics to which we could respond. It's difficult for the officials to respond to generalizations. All they can say is we've had X number of applications from individuals and we've been able to respond to a number. Obviously, there must be very legitimate reasons why the others weren't successful and they could be shared with you. But where would we start?

I think it is a very valid concern. I would share the individual member's concern that the individual should feel he can go to this council, be treated fairly and objectively and be encouraged in his work. As far as I know, we have a large number of people who are. The only point I am trying to make is that I don't think one should conclude that by leaving the assessment of the budgets of the larger organizations with the Arts Council that I agree with your conclusion that the council is abandoning the individual artist. That's the only point.

Mr. Grande: I did not conclude that. I concluded that you have already made up your mind there is no way these 13—and probably in the future there are going to be 15 or 20—big organizations are going to become directly responsible to the ministry as opposed to the Arts Council, which in essence will leave the Arts Council to deal with individual artists and to encourage different modes of artistic expression. That's the point. If you are not abandoning it or if I am using the wrong word, you said you don't see the need to change it from the way it is. That's what you said.

Mr. Kerrio: Are we going to sit to 5:30?

Mr. Chairman: On that point, Mr. Kerrio, we had agreed yesterday tentatively, because Mr. Grande has another commitment tonight, to quit at 5 o'clock. There were a number of factors that moved in on us today and we didn't get started on time. If the committee would agree to sit to 5:40 and complete this vote, that would leave us five hours for the five remaining votes in this estimate.

I would point out to the committee that how the committee uses its time, of course, is up to the committee. I am just here to assist the committee in using its time wisely and effectively. I suggest to you that of the five remaining votes all are important and some are fairly large. I would think it would be wise if we could pass this vote by 5:40, if the committee concurs.

Mr. Grande: However, Mr. Chairman, there is a tremendous amount of work within this vote that should not go unremarked. There are a tremendous number of items here that really should be looked at. I understand fully what you are saying. However, I'm not putting any fault anywhere. We did spend a lot of time on votes that could have been carried within a matter of minutes but, regardless of that, I don't think we can finish this vote by 5:40 frankly.

Mr. Chairman: Would it be all right then if the committee agreed to sit to 5:40 and that would leave us five hours? That means two and a half hours on Monday and two and a half hours on Tuesday for the completion of these estimates.

Hon. Mr. Welch: If you'll pardon the expression, could we finish the Arts Council by 5:40?

Mr. Grande: I think we probably could, except that I will not be through, I'm sorry, Mr. Chairman, I had understood that at 5 o'clock we were going to break today and I did get carried away.

Mr. Kerrio: It didn't appear that way when you were talking.

Mr. Grande: Mr. Applebaum gets carried away when we talk about the arts and I can appreciate that. I also get carried away when we talk about the arts. Unfortunately, I did not notice the time but I thought your gavel might have done the work.

Mr. Chairman: I was waiting for you to complete, Mr. Grande, and I was going to draw to your attention that perhaps we could go beyond that. Could we go to 5:40 and do as much as we can on this vote and let it go at that for today?

Mr. Grande: However, you are going to get me speeding on the road.

Mr. Chairman: I'm sure with your special licence plate, Mr. Grande, no one will bother you.

Mr. Grande: Are you implying something?

Hon. Mr. Welch: While Mr. Grande is gathering his next question, could I just have about two minutes to put something on the record? This may be of some interest

for the questions that come up on Monday and Tuesday.

[5:15]

I had indicated to the member for London North (Mr. Van Horne) that we would get some staffing information and the complement. Can I just run through these figures quickly? Then I will give them to the Hansard lady and she could follow through with them.

As of April 1, 1977, we had a complement of 605 and as of April 1, 1978, it is 601. Then we go through some unclassified positions. For April 1, 1977, unclassified: Full-time continuous, 287; project staff, 60; continuous, temporary, 45, for a sub-total of 392. That, when added to the 605, to which I have already made reference, is a total of 997. That includes 11 new positions for the fitness program, plus one position transferred from Government Services.

The same figures as of April 1, 1978 are unclassified: Full-time continuous, 282; project staff, 42; continuous, temporary, 19, for a sub-total of 343, which when added to the 601, to which I have made reference, is 944. During the fiscal year 1977-78 there was a reduction of 53.

The member for Oakwood asked some question about ticket sales for Wintario, and I thought I might put this on the record because of Wintario. I am cautioned by those who provided this information that it would be incorrect to draw any correlation between the introduction of Half-Back and the Wintario ticket sales, since many other factors are involved. With that caution and for reasons which it takes two pages to explain and for which I won't take the time, I'll tell you now the total tickets sold—

Mr. Grande: People don't have money, so therefore they will buy fewer tickets.

Hon. Mr. Welch: —for the period during which you wanted to make the comparison. From October 14, 1976, to January 7, 1977, there were 42,482,360 tickets sold. October 13, 1977, to January 5, 1978, 44,037,625; and January 20, 1977 to March 31, 1977, 41,078,250. For the period we are talking about, the Half-Back period, January 19, 1978 to March 30, 1978, there were 38,213,685 tickets sold. I put that on the record for purposes of future discussion.

Mr. Chairman: Mr. Grande, do you have anything further on the Ontario Arts Council?

Mr. Grande: Yes, I do and I am going to try to make it as quick as possible. Mr. Evans last time was suggesting that no pro-

gram of support for writing or publishing in any other language is part of the Ontario Arts Council. I am concerned about that, as I was concerned last time and as my colleague, the member for Parkdale (Mr. Dukszta), was also concerned. Are you planning on making any inroads into that? In other words, what is the status of that program?

Mr. Applebaum: I think we have done something and, if I may, I will ask Mr. Evans to comment.

Mr. Evans: The program we were discussing the last time was one we had had under study for some time and one in which we were going to try to identify within the third language group possible writing talent and institute some sort of system that would bring their writing from their originating language into one of the two official languages in order that it could be considered by the regular system on publishing. The main problem is that we are very well supplied with publishing houses and periodicals in the province that could publish the work but they have no way of judging it in other languages apart from English and French.

Happily, we have got our program off the ground on a pilot basis, and we are starting by a penetration of the Italian-language community. What we have done is we have taken on on a part-time basis a young Italian-born poet, Giorgio di Cicco, who will be moving through the Italian community attempting to identify basically writers, that is, creative writers who are working in Italian, and also be able to locate readers, probably from the academic community, who will be able to make some judgement on the quality of that writing. The third group which we will locate is capable translators from Italian into English. That program is already initiated. We have just started it. The second language group we are looking at is the Hungarian community. Happily, we can say yes, that program is on the way.

Mr. Grande: Even though it is a step forward, nevertheless you are insisting that the work should be translated into either English or French before it can be published. I don't know to what extent you lose a tremendous amount of the intent in the translation. At least there's something there that would give writers and other people an opportunity to participate in the literary life of this province.

Actually, as a matter of fact, I was going to suggest to you that very same thing in almost the exact manner you were pointing out. We do have a tremendous number of

people within the universities who are very fluent and knowledgeable in other languages and they can be used as the kind of base which you would require in order to judge whether a particular work was good work. Therefore, you would identify writers in other languages and then translate the work into English or French. Is that the way? What was the fellow's name?

Mr. Evans: Giorgio di Cicco. If I might explain, we have nothing against writers working in their own languages at all. The problem is one of sharing the talent that has joined our community, fairly recently presumably—and we are going on faith that the talent is there—with the broader community.

The other problem is that we have not been able to identify the resources for publishing in any of those other languages. As far as we have been able to identify there is no Italian language publishing resource in Ontario or Czech or German resource, et cetera. It's essentially an English-French language publishing facility that exists in the province. What we are trying to do is get the talent linked into that existing system rather than take the approach of trying to build up native language publishing which would probably take a great deal of money, and we are not sure that that's the answer.

Mr. Applebaum: Just to point that out to you, Mr. Grande, in the French language there are only two publishing houses in the province, one of which is a university, which obviously can afford things. There's only one independent French-language publishing operation and it's living just on the edge of non-existence. The prospect of a Czech publisher making it go is very slim indeed.

Mr. Grande: There is a particular group within my community which happens to be an Italian group that every year has had a poetry competition where people with talent within that community would be invited to participate in this competition. A tremendous amount of good poetry comes out of that. This particular group approached me, suggesting they would like to gather these poems, publish them at the end of the competition and put them somewhere instead of their just being lost or being published in an ethnic newspaper, and that's about it. Where would they go to get assistance to do that?

Mr. Evans: They could come directly to us and discuss what they have in mind. Then in all possibility we would be able to help them or put them in touch with a pub-

lisher who might well be willing to undertake the publication as a commercial venture and return some royalty to the group that would enable them to go on publishing each year.

Alternatively, they could go to Wintario. There is a program within Wintario to assist publication by community non-profit groups. They would be able to get 50 per cent of the costs of the preparation of the manuscript from Wintario.

Mr. Grande: Thank you very much.

Mr. Chairman: Are there any further questions with respect to Ontario Arts Council? Move on to grants to Fathers of Confederation Building Trust?

Hon. Mr. Welch: Mr. Chairman, that is a per capita contribution of the province of Ontario to the Confederation Centre in Prince Edward Island. It is an annual grant that is made based on our population.

Mr. Chairman: Can we go back to item 1 then? Any further comments on item 1—cultural development and institutions?

Hon. Mr. Welch: We have to go back to the assistant deputy minister's office, followed by the arts services branch and then the cultural industries branch. Mr. McCullough will respond to those three with whatever resources he wants to pull up.

Mr. Grande: The cultural industries branch would be the one that I am interested in at this point.

To start with, let's go back to the Half-Back program. Mr. Spence, at one time I had a meeting with you regarding that program and you were suggesting that you had been working on it, or some other people with you, for the past year and a half before its initiation.

Mr. Spence: It is two years now.

Mr. Grande: Therefore I would assume that you are collating a lot of information as to the effectiveness of the Half-Back program?

Mr. Spence: Indeed. Perhaps I can show you a report that we received today on the first part of an analysis of the impact of the Half-Back program. And we are doing exactly as you said.

Mr. Grande: I get a copy of that report do I? Or not yet?

Mr. Spence: I would imagine so.

Hon. Mr. Welch: I think what we want to do is wait until the whole program is completed. I really want to share the good news of this particular program with the member for Oakwood, who was very quick to ex-

press some concerns about it when it was first announced. But I think this is an interim report.

Mr. Spence: Yes, I should point out this is the report on the people within the province who were canvassed before it started; we had a questionnaire that was sent out to some 800 homes and some 1,350 respondents. This is base information we obtained before the program started. There will be a study done—questionnaires will be sent to the same people after the program is completed.

Mr. Grande: Then I probably do have that report.

Mr. Spence: No, you wouldn't have that. That has just come in. You have seen the survey, but you haven't seen the data. The data has now been compiled and put into this report which we literally received today.

Mr. McCullough: This is a report we did with Canada Council on the readership habits of all Ontario readers. It pertains to Half-Back, but it has a wider use within the cultural industries.

Hon. Mr. Welch: That is a report of the Canada Council.

Mr. Spence: No, the Secretary of State's office, together with ourselves, commissioned that report.

Hon. Mr. Welch: I think really what I should say—and not to interrupt the hon. member if he wants to carry on his questioning on Half-Back—

Mr. Grande: You have interrupted me, but it is—

Hon. Mr. Welch: We are as interested as the hon. member with respect to the evaluation of it. As you know there is one more Wintario draw which is tomorrow night, the tickets from which are eligible for this program. The period of redemption is then extended to April 12. Following April 12 we will then have some indication, as the unsuccessful tickets are sent in for redemption.

Built into the whole Half-Back program was the necessity to have an evaluation. We will be very happy to share it with you once we have that information.

[5:30]

Mr. Grande: As I said yesterday or the day before, I would be more than happy to receive any information on the Half-Back program, since, as you know, I'm following it very closely—as closely as I possibly can. Frankly, I would like to see it work despite

what you might think. However, perhaps I'm looking at it with a skeptical eye.

Hon. Mr. Welch: I don't question the sincerity of the hon. member. I do say though, because we have to be frank in these exchanges, I think he rushed in a bit quickly in issuing his press release the day the program was announced.

Mr. Grande: Perhaps because I knew more about the book publishing industry than you thought I did.

Hon. Mr. Welch: I'd want to accept some responsibility for that. Certainly at the time of the briefing it would have been much better had the ministry, recognizing the importance of the program, invited my colleagues as critics over to explain the program ahead of time, rather than having you respond without the benefit of the information. There's nothing wrong with criticism as long as it's based on the same facts that we have. That was the difficulty.

Mr. Grande: You did not do that.

Hon. Mr. Welch: What we're really faced with at the moment is a very, very interesting concept—that is the use of this unsuccessful ticket as a discount item in the acquisition of some cultural property, however you want describe it. That's the experiment we want to conduct, and I'm very interested to find out what is going to happen.

We just finished talking about the arts council and the transfer payments that go to organizations and some individuals. Here we're putting into the hands of the consumer some capacity to make some decisions with respect to what they want to read in the way of a Canadian magazine or a Canadian-authored book. I'm hoping that's got some pretty powerful implications, because we've got the marketplace starting to dictate some of these things.

We have some interesting stories to tell you, if you'd just like to pull up a chair—

Mr. Grande: I'm sure you have, though perhaps not at this time, Mr. Minister.

Hon. Mr. Welch: Just let me tell you this one.

Mr. Breaugh: You wouldn't invite us to your briefing. We don't want to hear your stories.

Hon. Mr. Welch: As you're speeding to your dinner assignment, think about this and concentrate on how you're driving.

A lady went into a bookstore and she wanted a cookbook, but she wanted to make sure that it was written by a Canadian so she could get the advantage of this. In other

words, not just any cookbook but a cookbook written by a Canadian.

You'll say, "Wasn't that a great story?" The point is that you're getting the public now—people in bookstores are somewhat impressed—and we could just give you all kinds of examples. Time wouldn't permit.

Mr. Grande: You want to run the time into the ground.

Hon. Mr. Welch: There are all kinds of examples of people who are influenced by this program. However, the point that I might make is the virtue of using a discount coupon in this whole area of the promotion of the cultural industry. I think that's an interesting one. I take you quite at your word when you say you hope it would have a positive effect. We'll all know once we have the benefit of this one trial.

Mr. Grande: Mr. Minister, the thing is, as the Liberal critic says, that he brings here his own experiences. I bring here also my own experiences and they perhaps happen to be in the area of research. Before a conclusion is reached and an idea of getting into the same field in another area is made, a proper evaluation should be done.

Hon. Mr. Welch: I couldn't agree with you more.

Mr. Grande: Therefore, I would like to see the statistics that prove to me that a proper evaluation of the Half-Back program has been done. As I was suggesting the other day, there was a newspaper article which implied that you were thinking of getting into film—into theatres.

Hon. Mr. Welch: There was a speculative piece which was based on—

Mr. Grande: Again, your civil servants talk in there and not yourself. However, as with the Half-Back program, you can say that it leaked out. I don't know. But certainly it was a civil servant who said that the ministry is thinking of getting into film with the Wintario ticket. So therefore I'm suggesting let's have a proper evaluation of the Half-Back program, successful or not.

Hon. Mr. Welch: I'm glad you made that point because, in the first place, I want to confirm that we have not taken such a decision. There's no question that we are giving some consideration to where we would go next if, as a result of the evaluation of the present program, we felt encouraged to go into some other areas. There's no question that if we did we would want to know what the effect would be with respect to Canadian film and Canadian records. Let's put it on the record.

However, I want to confirm that we have not taken that decision yet. As the hon. member points out, it would be premature without the benefit of the present program's evaluation. But certainly in keeping with the comments made by the hon. member at the opening of these estimates, we just can't stand still and react. There's nothing wrong with us giving some thought to the long range implications of this program. The worst that can happen is that in thinking about these we don't do them. But I don't think the hon. member would discourage me from encouraging my staff to be innovative and to come forward with some ideas. That's what I'm encouraging them to do.

Mr. Grande: No, not at all.

Hon. Mr. Welch: As a matter of fact, they're a very gregarious staff. They'd talk with anybody—even newspapers.

Mr. Grande: I happen to be one of those people who think the ideas do come from civil servants. And, as my colleague here says, until they're restrained by political expediency—whether it is expedient at this time to say those kinds of things.

Hon. Mr. Welch: I hope you'd give me some credit. I don't restrain my staff from speaking—once.

Mr. Grande: A very serious point to be made, Mr. Minister, is that to all intents and purposes I firmly believe that you're absent from the ministry. That's a firm conviction of mine.

Hon. Mr. Welch: I've been waiting for that one.

Mr. Grande: You already know my feelings on that.

Hon. Mr. Welch: You really don't believe that in your heart of hearts.

Mr. Grande: Sure I do. I think your job as House leader and as acting Premier is more important to you than being the Minister of Culture and Recreation. Therefore, that's why I ended my main speech at last year's estimates saying that you're moving on to greater things. I really think that this ministry requires a full-time minister that gives policy directions to the ministry. When I read newspaper articles in which the civil servants are not—

Interjections.

Mr. Chairman: Order.

Hon. Mr. Welch: I want you to know that I'm paying attention anyway.

Mr. Grande: Certainly you're paying attention. You're doing your best to pay attention, I'm sure.

When I see newspaper articles in which the civil servants do the talking and not the Minister of Culture and Recreation then I think to myself that the minister isn't there. But let's leave the Half-Back program. I will get the information, no doubt, before we move on into other areas with this kind of new concept.

In another area I'm concerned about and which still relates to the book-publishing industry, you were suggesting the other day that you had completed the study re the guaranteed loan. Did you bring it to cabinet? Has the decision been made?

Hon. Mr. Welch: I don't mind sharing with you what I'm going to share with my colleagues. Mr. Spence, would you like to discuss that? You realize that it's not just my submission. I have to be joined by the Minister of Industry and Tourism (Mr. Rhodes) because that's where the Ontario Development Corporation's responsibility lies. But the minister and I have put together a position which we will carry forward to cabinet on this particular issue. I haven't taken it to cabinet yet.

Mr. Grande: You haven't yet?

Hon. Mr. Welch: It's ready to go. But I'd be glad, in some general terms, to share with you what I'm going to do, or hope that we can do in that matter. Mr. Spence, would you like to talk about it?

Mr. Spence: The program was frozen, as you know, a couple of years ago. The main problem the program was running into was its open-ended nature with the loan guarantee rising at the rate of \$1 million per year. It was encouraging bad management practices by many of the companies because it encouraged them to build up inventories and to build up accounts receivable to qualify for a certain amount of money under a line of credit guaranteed. Indeed, the program was such that the people were entering into it very frequently and there was no provision for them to move out of it—if ever.

Accordingly, the program was frozen and then some considerable effort has been made to try to revise it in a form that would be useful and would be very directive in assisting the development of Canadian publishers within Ontario.

We think we've accomplished that now. It has involved various agencies, including the Ministry of Industry and Tourism, the Arts Council, the Ontario Development Corporation and ourselves. We think the paper is pretty well there now. It is now being discussed at the ministerial level and

we would hope that it would go ahead fairly shortly.

Mr. Grande: Are you then implying that because you're lifting this freeze, and, I suppose, making the program a little more specific in terms of barring the large profit-making industries from entering the loan program, that this ministry is going to be spending exactly the same amount of dollars in terms of the half interest on that loan?

Mr. Spence: In terms of the interest subsidy?

Mr. Grande: Half interest.

Mr. Spence: Our budgets indicate that our interest subsidy would be larger under the revised program. The program is directed towards the growing, middle-sized companies under the new format.

Mr. Grande: However, I see the ministry here still has in the book publishing subsidy \$300,000, which is the same amount as is in last year's estimates.

Hon. Mr. Welch: The reason for that would be that until such time as the policy decision is taken, then in my dealing with Management Board we'd have to be governed by the existing policy. If we are successful in advocating some change in policy, then obviously that would have to go before Management Board to see whether or not we could have the money that will go with the policy. When I'm presenting my estimates and my requests, I do so only in connection with the current policy. Therefore, that's why you see the same amount there now. That is still the policy, until it's changed.

Mr. Spence: The amount of \$300,000 reflects what we anticipate under the new program.

Hon. Mr. Welch: Is that the same as last year?

Mr. Spence: It's the same as last year in so far as we hoped the program would move ahead at that time. But in reality it has been on the order of \$225,000.

Hon. Mr. Welch: Then I stand corrected. The money does reflect an anticipation of some change in policy. I thought it was the same.

Mr. Grande: I would think that it would be the same since it's the same amount of money, and since the policy has not changed.

Hon. Mr. Welch: Except that I'm being reminded here that the amount last year reflected the possibility of there being a change in policy which didn't happen last year.

Mr. Grande: So where did that money go, that wasn't spent from the \$300,000?

Hon. Mr. Welch: Therefore it would be—

Mr. Grande: I guess we can talk about that at another time. On Monday perhaps.

Mr. Chairman: I remind the committee that it is 5:40 o'clock. Will item 1 carry?

Mr. Grande: No, not yet.

Mr. Chairman: The committee will adjourn. We've used seven hours of our total allocation of 12. Five remaining. We'll adjourn to reconvene on Monday afternoon next.

The committee adjourned at 5:42 p.m.

CONTENTS

Wednesday, March 29, 1978

Heritage conservation program	S-57
Archives	S-57
Heritage administration	S-65
Huronian historical sites	S-75
Old Fort William	S-77
Arts support program	S-77
Cultural development and institutions	S-77
Adjournment	S-102

SPEAKERS IN THIS ISSUE

Breagh, M. (Oshawa NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Grande, A. (Oakwood NDP)
Kennedy, R. D. (Mississauga South PC)
Kerrio, V. (Niagara Falls L)
Newman, B. (Windsor-Walkerville L)
Ruston, R. F. (Essex North L)
Van Horne, R.; Vice-chairman (London North L)
Welch, Hon. R.; Minister of Culture and Recreation, Deputy Premier (Brock PC)

From the Ministry of Culture and Recreation:

Anderson, Dr. P. A., Deputy Director-General and Chief Scientist, Ontario Science Centre
Applebaum, L., Executive Director, Ontario Arts Council
Evans, R., Executive Director, Policy and Planning, Ontario Arts Council
Finley, C. R., Station Manager, CJRT-FM Inc.
Johnston, R. D., Deputy Minister
Laking, Dr. L., Director, Royal Botanical Gardens
McCullough, J. D., Assistant Deputy Minister, Arts Division
Montgomery, R., Manager, Huronia Historical Parks
Mottershead, Mrs. M., Administrative Assistant, Deputy Minister's Office
Murdoch, A. W., Acting Archivist, Archives of Ontario
Otto, S., Executive Director, Heritage Conservation Division
Pattison, Mrs. J., The McMichael Canadian Collection
Spence, D. R. H., Director, Cultural Industries Branch
Tieman, W. D., Executive Director, Finance and Administration Division
Withrow, W. J., Director, Art Gallery of Ontario



Government
Publications

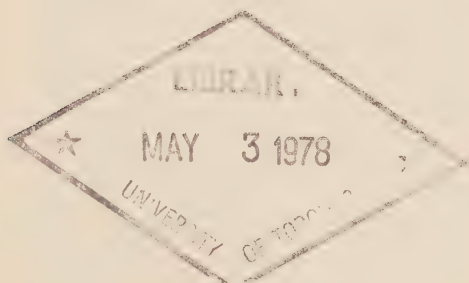
No. S-4

Legislature of Ontario Debates

Official Report (Hansard)
Daily Edition

Social Development Committee

Estimates, Ministry of Culture and Recreation



Second Session, 31st Parliament

Monday, April 3, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

MONDAY, APRIL 3, 1978

The committee met at 3:21 p.m.

ESTIMATES, MINISTRY OF CULTURE AND RECREATION

(continued)

Mr. Chairman: The Minister of Culture and Recreation has some answers to questions asked previously.

Hon. Mr. Welch: I wonder if I might go through one or two matters to clear up some questions that were raised the last time we met. One has to do with the questions raised by the member for Oshawa (Mr. Breaugh) with respect to the Parkwood Foundation.

The ministry staff have had discussions with Parkwood officials over the past four years in an effort to determine eligibility for operating grants coming from several program areas in the ministry. Peter Styrmö visited the site about four years ago and apprised officials of criteria for eligibility of museum grants. They did not qualify at that time, and it appears that they are not too anxious about receiving provincial assistance. There are no applications from the Parkwood Foundation either to the Ontario Heritage Foundation, Wintario, or any other program area. Secondly, there has been no approach to the ministry for assistance during the last couple of years.

Some question was raised with respect to the ownership of the Legislature building, and I thought we had better clear that up before we carried on with these estimates. I am told that by an Act of the provincial Legislature, being 57 Victoria, chapter 12, 1894, ownership of the site of the new Parliament Buildings was vested in the Crown. The land described in the Act, some 9.36 acres, is that piece bounded by Queen's Park Crescent on the east and west, by Wellesley on the north and by a line projected from the north side of Grosvenor across the lawn south of the Parliament Buildings. More particulars are in the sketch which I would be very happy to provide to the hon. member who raised that question. So we're on Crown land.

Some question was asked with respect to the McMichael Canadian Collection and the matter of fees. I must say I hoped that

members of the committee would have pressed the representative of the agency who was here and who never did tell you how much was in the bucket. I haven't been able to get that information for the committee, because you'll recall there is an opportunity for voluntary contributions there which have been coming in, depending on the feelings of those who have gone to the collection. However, I would also point out to the hon. member that by section A(e) of the McMichael Canadian Collection Act, 1972, it is provided, right in the legislation establishing the corporation, that the "corporation may, with the approval of the Lieutenant Governor in Council, establish and collect general admission fees and special admission fees for any exhibition, program or special event conducted by the corporation and fees for the parking of vehicles." So it's quite clearly spelled out in their legislation that there would be no difficulty there if that was their decision, and it was approved by the Lieutenant Governor in Council.

Some question was raised with respect to the admission fee for children and I would wish to point out that Canadian school children accompanied by their parents are admitted free at the Science Centre; if I didn't already say that. Student tours with a guide at the Art Gallery of Ontario are covered by a 75 cent admission fee; there is free admission to the Royal Botanical Gardens; for conducted tours of the ROM, students and the teacher pay 75 cents; and for the McMichael Canadian Collection the admission is free, although there is a donation box.

I hope I have covered all the points that were left in the air, but if not, I'm sure I'll be reminded.

On vote 2903, arts support; item 1, cultural development and institutions:

Mr. Chairman: Are there any further comments on item 1?

Mr. Kerrio: Did we close with the arts council?

Mr. Chairman: Yes. We dealt with the Fathers of Confederation building trust as well. The minister made some comments

with respect to that and now we're reverting to the other portion of the vote.

Hon. Mr. Welch: Then we had some discussion on book publishing.

Mr. Kerrio: Is that the last item in this vote?

Mr. Chairman: The Ontario Science Centre is item 2, but we're on item 1.

Mr. Kerrio: I appreciate that, but is there just one point left on item 1?

Mr. Chairman: Yes.

Mr. Kerrio: Okay.

Mr. Chairman: Any further comments?

Item 1 agreed to.

On item 2, Ontario Science Centre:

Mr. Chairman: Any comments with respect to the Ontario Science Centre? Shall it carry?

Mr. Kerrio: Are you anxious to have any kind of a comment put on the record from the director who is here? I would like to have a bit of a résumé as to the function of the Science Centre directors.

Hon. Mr. Welch: Peter Anderson, the deputy director general is here and would be glad to respond to any comments.

Mr. Chairman: You can appreciate, Mr. Kerrio, we have considerable work yet to do.

Mr. Kerrio: Before we start here then do you want to set up something? In the last set of estimates it seemed to me that we decided that, going from the final vote back this way, we were going to set aside something for Wintario. I wonder if the other critic would agree that maybe we should set aside a specific amount of time for that particular vote and that would then probably apportion the balance of it to the other votes.

[3:30]

Mr. Grande: Mr. Chairman, I am not at all concerned about setting aside a portion of time for Wintario this time around. I'd be anxious to do it for the next set of estimates. However, I would caution the Liberal critic that we have another five votes to go through, and only two and half hours today and two and half hours tomorrow.

I would suggest that if we take care of two votes today, then we will be left with the three remaining votes for tomorrow and we can decide then whatever we want to do with them. Rather than splitting the time 50-50 between the votes, I would hope that we could guide ourselves so that today we could at least finish the two votes dealing with multicultural programs, community information, OECA, et cetera.

Mr. Chairman: I am just concerned, Mr. Kerrio, that if we get into a general discussion, even though we would very much like to hear from Mr. Anderson about the Science Centre and the excellent work they do out there—

Hon. Mr. Welch: He's been waiting for three days to tell you.

Mr. Chairman: —it could take considerable time. I would be quite pleased to entertain any specific questions that you have on the operation of the Science Centre, but time is somewhat limited.

Mr. Kerrio: I have no specific questions. It was just that we have heard nearly all the directors of the aspects through this vote. If the group, as is its right, decides it would rather forgo this, I certainly am not going to stand in the way of some kind of orderly going-through of the estimates.

The only thing I would suggest is that I had a fair amount of input because of my concerns regarding Wintario; I wasn't suggesting setting aside all of the next day for that, but a reasonable amount of time, just to have some guideline. If the critic of the NDP is not willing to make some kind of an allotment of time, then we'll just let the thing take its course and let the chips fall where they may.

Mr. Chairman: I think the committee tries to accommodate the wishes of all its members, and I think we can accommodate that view.

Mr. Kerrio: Then maybe a reasonable division of the time among the votes that are left would be in order.

Mr. Chairman: I think the longer we go on here, the more difficult the allocation of time is going to become. Mr. Anderson, could you give us a capsule comment on the operation of the Ontario Science Centre? When I say "capsule," perhaps five minutes; would that be in order?

Mr. Anderson: Certainly, sir; as you wish. I think many of you know the Science Centre is in Don Mills.

Hon. Mr. Welch: I wouldn't take that for granted, though.

Mr. Anderson: I don't know; it's been a vanity of ours that we're perhaps the only world-famous part of the Ontario government.

Hon. Mr. Welch: I'll never tell. Anything else?

Mr. Anderson: At any rate, there are about 380,000 square feet of building space and about 130,000 square feet of exhibit space. Our annual visitor flow was 1,380,000 in the

last fiscal year, up to March 31, at the Don Mills site. That includes 206,000 school children in school groups but does not include American school children. The paid attendance was \$1,174,000.

The purpose is to interest and inform members of the public in science and technology and in the history of science and technology, with of course special emphasis, as far as possible, on Ontarian and Canadian achievements.

The outreach program has grown enormously in the last few years. We have a science circus with its own van, which travels around the province, and smaller versions of this plus a school visiting program,

The full science circus, which goes for about three weeks—with at any time four or five people staffing it—last year went to Thunder Bay, Montreal, Cobalt, Cornwall, Kenora, Belleville and Kapuskasing. In a smaller version it went to Cornwall, Lively, Morrisburg, Gravenhurst, Latchford, Kenora, Sudbury, Chappleau, Manitouwadge, Lindsay and Moosonee.

A special program of school visits to remote parts went to Thunder Bay, Cornwall, Kenora, Belleville, Kapuskasing and Moosonee. We have an Emmett collection—the largest going I think—some of you may have seen one of these rather remarkable whimsical contraptions. It's been to Timmins, North Bay, Sundbury, Brantford and Cornwall. A certain special travelling exhibit we have has been to the Sault, Ottawa, Washington, DC, and Timmins. I think it's expected to go to a show in Memphis as part of a special Canada foreign affairs program.

There are a number of other special programs done outside the city. So our total contact outside of Toronto is something like 380,000. It's not a thing which we count precisely as it's not subject to audit and it's too much trouble.

That is a rundown on a fair number of activities of the Science Centre. We have an exhibition of Russian space hardware going on within the building at this moment. Next summer we will be having a very major exhibition on the general theme of wood, with all sorts of exhibits of wood itself, the things that are made out of it, the making of wood, secondary wood products and things like that. Every second or third year we try to have some large and noteworthy exhibit. The intervening year is needed to recover it.

Beyond that, I can't comment. We have a lot of schemes. Some are a matter of words and some are part-way advanced. We are trying several things out at Don Mills, including the prospect of putting in a live

nuclear reactor. We're developing the Whole of Life exhibits extensively. We've recently opened an energy show and a scheduled planetarium—so we're trying to keep the pot on boil.

Mr. Kerrio: I'm most interested in the Science Centre and some of the programs that you have under way, and I wanted to be able to direct some questions in regard to my concerns. I have a feeling that an extremely broad-based involvement of the sciences is one thing, but I wonder if there is some particular future as it applies to development of sciences in a specific area that might help us Canadians as it relates to future involvement.

There has been some suggestion raised by a leader of our party that our future might lie in really zeroing in on specific areas, becoming expert in that area, and training people to function in those capacities. One concern I have—my fellow member John Sweeney has brought it to the floor of the Legislature—is that I think we are very high worldwide in the nuclear field, and yet we're going to import technologists from overseas to man some of our plants.

We, by now, through the Science Centre programs and a real involvement in narrower fields and more expertise, should have been able to develop something worthwhile that relates to the higher education that the people of Ontario have and that we can export. I wonder if industry and/or government get involved with your centre? I ask you to direct your efforts in any specific areas so we may get expertise in particular fields, and not only lead the world in those fields in some of the development but then subsequently pick up the manufacturing and other jobs that go with it.

Mr. Anderson: What you say, sir, is certainly a matter of concern to many people. In particular, you mention the nuclear industry; I know there is a concern in some parts of it that perhaps 20 or 30 years from now fusion energy will be a very important matter and as things are going at present in Canada, there is no prospect of any Canadian expertise or any Canadian cut of the manufacturing or market for these things.

However, the Science Centre fundamentally does deal with the general public and I think the biggest part we can play in something like that is perhaps to try to interest and inspire people in a more general way. We are sort of at the beginning end of the path by which a person does become a technical expert; I think the further one spreads an awareness of these things through the base population, this is a very important

element. The Science Centre itself can't increase radically the technical expertise of the population, however. I think it takes a war to do that.

Mr. Kerrio: Yes, that seems a shame that that should happen. I was very much involved in some development in the nuclear field as it relates to heavy water recovery systems within the nuclear plants, and as a small corporation we invested \$60,000 or \$70,000. That was a one-shot deal. We couldn't afford to go any further in that field. What I am suggesting is that everything we developed in that field was lost because we lost the contract to Ontario Hydro. What I'm asking about is how we can, in fact, take advantage of any designs or developments in those fields as they are related to my particular involvement there and, if in fact it is a valid sort of question to raise with you, why we shouldn't be doing something more specific in those areas. It is the one question I wanted to raise with you in those matters, and I just hope that there will be some kind of liaison between our Education minister, our Energy minister and you as it relates to the sciences.

Mr. Anderson: Yes, if I restrict myself very closely to the Science Centre's interest rather than my own personal ones, which I think I should, then I can only say that the Science Centre deals with the general public in a most general way and cannot be involved in the type of training or the direction of award of contracts. I would hope, though, that we can raise the consciousness of the value of a home-based industry and we will be doing that. Certainly, the specific things you are talking about would be touched upon by our plan to put in an AECL Slowpoke reactor, if that scheme comes off, as I think it probably will.

Mr. Kerrio: I'll give you my designs for the heavy water recovery system. Thank you very much, Mr. Chairman.

Mr. Sweeney: Just one question: To what extent is there a liaison or working relationship between the Science Centre and other science-oriented organizations or groups? Let's say, for example, the science departments at universities, high technology industries, federal government, the Science Council; do you operate somewhat in a vacuum, independently, autonomously, or are there fixed links between these other science-oriented groups?

Mr. Anderson: There are no fixed links except through the help of our board of trustees, many of whom are drawn from in-

dustry or the academic world. It is very difficult to live in a vacuum when your director general is J. Tuzo Wilson, who is a member of the Science Council, the academic world and many other things as well. Even if the rest of us did not mention our personal contacts with these worlds, he would maintain them for the whole place.

Yes, we do operate independently, but I think we have a live-wire and active staff who maintain these contacts in and of themselves. We've never really felt a need, to date, to keep a formal relationship. We used to, in fact, have a scientific advisory committee and it really wasn't much use as it never really kept up with the activities of the staff itself.

[3:45]

Mr. Kerrio: That's a real disappointment.

Item 2 agreed to.

Vote 2903 agreed to.

On vote 2904, citizenship and multicultural support program; item 1, citizenship development:

Mr. Kerrio: In the citizenship development program vote I'd just like to relate the Throne Speech as it made mention of the new Canadian cultural identity and citizenship program, which it was specifically stated "is already earning wide and satisfying response."

This program was established under Wintario on November 18, 1976. It seems, according to my records, that three projects have received funding under the program, which are listed: The Jane-Finch community festival committee; the dialogue with French-Canadians; and the Alternatives Canada conference held at U of T.

I wonder, Mr. Minister, why you're suggesting that a satisfying response was supportable and that the program had a wide response. It would appear to me that it was just three such projects in being that the program, in fact, was not really pressed. Was it because of financial restraints, or whatever reasons, that the cultural identity and citizenship programme was not, in fact, more vigorously pursued? Could you comment on that?

Hon. Mr. Welch: Mr. Chairman, I don't know whether that's a fair assessment. That would presume that all the initiative has to come from the ministry and, of course, as you know, in some respects we do respond to requests that come in once the program is known. It may be that we may be of some help in this situation. I'll ask Mr. McPhee, who is the executive director of citizenship

and multicultural support, to speak. Perhaps he could expand on this programme as, in fact, he is administering it.

Mr. Kerrio: Before he answers it, I only have just a couple of comments to make. I have a report from the Thunder Bay News, and I'd just like your comments on this, because maybe it's where I'm getting some of the input I have. It says: "The grant programs of the federal and provincial governments are unco-ordinated, inadequate, inflexible and based on imagined rather than real immigrant services." That's a comment by the president of the Thunder Bay Multicultural Association. "Frank Obijubek told the Canadian consultative council on multiculturalism Saturday at Confederation College that the services were totally lacking in any long-term commitments." That's the statement that I wonder if you might react to and give me a feeling as to whether that's a valid comment or not.

Mr. McPhee: I'm not certain, Mr. Kerrio, whether I missed the first part of your statement. Are you talking about Wintario or our regular base grants? There is a difference.

Mr. Kerrio: What I'm talking about is the program that was established under Wintario in November 1977, and the ones that received Wintario grants for this particular program were three in number. I was wondering if we were going to make quite a commitment to the Canadian cultural identity and citizenship program as such, whether the reaction wasn't enough to make it valid or what are reasons that we have only the three projects receiving the grants.

Mr. McPhee: The Canadian identity category under Wintario is a new program. As a matter of fact, the Throne Speech was ahead of the brochure.

Mr. Kerrio: Yes.

Mr. McPhee: The brochure on this program has not yet come back from the printers. To date, there are four grants, totalling about \$150,000.

Mr. Kerrio: Could you give me the names of those grants? I want to relate them to those I have here.

Mr. McPhee: Yes, there is an Ontario Canada Week, for \$10,000; Windsor-Essex Volunteer Services, \$600; the University of Toronto National Symposium on Alternatives Canada, \$14,250; then an organizational committee for dialogue, which is an informal, week-long dialogue with French Canadians, \$71,000. Others are pending. As a matter of fact, we thought this item was going to be discussed tomorrow on Wintario, and we can provide

you with more information on it at that time.

Mr. Kerrio: I wish you would. Thank you.

Mr. McPhee: I should just add that we do expect this category, as it becomes known to the public, to be drawn upon in a very enthusiastic manner.

Mr. Grande: Mr. Chairman, I have three items I want to deal with under this particular vote. One is the cutbacks that have occurred this particular year in the citizenship classes and the nursery component that the ministry runs.

The second point I want to address myself to is the learning materials development fund and the fact that the minister last year committed himself to be developing materials in third languages to help the school boards with the Ontario Heritage programs.

Thirdly, I want to address myself to the multilingual TV station. The minister very nicely side-stepped that particular issue—as a matter of fact all of these three issues—in my opening remarks. Therefore, it seems to me that it is appropriate at this time to be saying the same things again, and hopefully we can get some kinds of commitments from the minister and from the ministry in terms of direction in these three different areas.

As you will recall, a little while back I asked a question in the Legislature regarding these cutbacks within the citizenship program, both for instructors and programs. Part of that question dealt with ESL—English as a second language—for adults, which the boards of education run at the present time, but the ministry runs the component nursery program. The reason why I asked that question is because I have information which tells me that you have cut the program down by \$150,000 for this fiscal year.

I don't understand. How can you cut a program by \$150,000 this fiscal year when the money for this fiscal year was apportioned in the last estimates, for 1977-78? It seems to me the \$150,000 have gone elsewhere for you to be instituting a cutback in this program before the end of this fiscal year.

My understanding is that all the ESL to adults, to mothers, plus the nursery component is cut back for this fiscal year by two weeks, thereby getting many of the people who are right now teaching the program to be off their jobs two weeks earlier. I don't know what it means for the next fiscal year. I am of the opinion that what you are attempting to do is to totally get rid of the English as second language classes for adults and the nursery component, and place this

burden, this responsibility, on the boards of education.

As a matter of fact, I was in contact with the Metro Toronto Separate School Board and the East York Board of Education, and they assured me that what you are attempting to do is to give them that function, so they will perform that function, and thereby you get out of these programs very nicely.

It seems to me that the boards of education, living this particular year under a 4.9 per cent increase in budget from the province, just simply cannot absorb these programs. Even if they do, Mr. Minister, I have had assurances—assurances, that's not the right word—I had information from some of the trustees and some of the officials of these boards that when they are going to take a look at their programs and get their budgets straight for 1978-79, these kinds of programs are the first to go. That is really disturbing to me. As I pointed out to you before, the need has tripled since last year in this particular area. What you are doing is that as the need triples you are cutting back on existing programs.

Of particular concern to me were those classes that were held in the borough of York. In the riding of Oakwood, which I represent, two of those classes have already closed, one during the March break. The teachers are teaching at another school. The York Board of Education has told Mrs. Edna Rigby that there is a need for expansion of that program, and yet Mrs. Rigby said there are no plans for expansion of that program, even though the need is there.

I was told that as of March 31 of this particular year the citizenship class at the York information centre has closed; the teacher has been fired. I don't know what kind of disastrous effect you are going to perpetuate on these classes in the coming year. I really feel very strongly about that, because out of one side of our mouths we say we need to integrate individuals who come to this province into the society of Ontario, and at the same time those particular classes, which help to begin the integration process, we somehow think that they are dispensable and should go. I want a clear explanation for that. I really do. I want to know what happened to that \$150,000 for this fiscal year, and I want to know what your plans and your commitments are for the next fiscal year.

Mr. Chairman, I will be going for quite some time on this vote; it is a very important vote—

Mr. Chairman: I just wondered, Mr. Grande, if you wanted the minister to respond to that section of your comments?

Mr. Grande: Let me make one further observation, because it relates to this point, and then I will let the minister reply.

I understood that two full-time positions at COSTI—which, by the way, I found out were seconded staff from this ministry to COSTI, and last year when I asked a question about seconded staff I was told that there was only one staff member doing something different in a field not related to this. However, I found that two seconded staff members were indeed last year at COSTI doing this particular program of ESL and the nursery program. I have also discovered that this particular year you have said to COSTI, "We cannot carry that. We cannot let you have the seconded staff, because some members of the Legislature are asking questions about it."

[4:00]

The fact is that you jump to conclusions, because as far as I'm concerned, if it is better to have the staff in the field, that's where the staff ought to be. I'm not concerned whether ministry staff works at COSTI, or works at another institution if that's where the field is and that's where they should be, because that's where they're most effective.

But I found personally that in asking information of this ministry the information that you get from your officials is certainly not the correct information. I'm sure you weren't aware of that situation when your officials did not give you the correct information and therefore you responded that there was only one ministry staff seconded. However, my concern is not there. My concern is that you said to COSTI that these two people, for the next fiscal year, are not going to be there, that you are only going to give them grants to pay those two people and for the fiscal year after that it is the business of COSTI, if they want to integrate and if they want to educate and if they want to teach a little bit of English to our immigrants.

That is, as far as I'm concerned, a total abdication of the responsibility of the citizenship branch of your ministry. Let me tell you that I find it very sad, I find it very disheartening to see how you are gradually dismantling a program which is more than justified and needed, not just in its present form, but needs to be tripled, as a matter

of fact, and you have chosen to cut back in that particular area.

I want to leave it at that, Mr. Chairman, and I want some explanation from the minister regarding that particular area and then I will go into the next.

Hon. Mr. Welch: Perhaps, Mr. Chairman, it would be appropriate to work back. We have two matters now. We have the references to the COSTI situation and then we go to the ESL situation, and I might handle them in an order in reverse to that in which the member has brought them up. It is my understanding, and this may be where I could be challenged, that the arrangements with COSTI are quite satisfactory to COSTI. Second, it is my understanding that the member would have been told that when he talked to the COSTI people this past weekend. Third, the COSTI people are apparently much happier to deal with us on a transfer payment basis than they are on a staff basis.

After all, the equivalent is that they are going to receive a special grant to cover the cost of the salaries, and although at this stage we are talking in terms of the upcoming year only, COSTI feels it is in a much stronger position to deal with us—and I could be corrected if I am wrong—if we deal on the basis of transfer payments rather than being restricted to people. Whatever has been done with respect to COSTI has been done in full consultation with them and certainly not as an arbitrary or unilateral approach on the part of the ministry.

As the hon. member would have been told when he talked to the COSTI people—and certainly if the record shows that I did not give this information last year, I must apologize for that incorrect information if in fact that's the case—the citizenship branch has placed a teacher of English as a second language and a child-care worker at COSTI in recent years—two people—and has paid for them. These positions are in fact being eliminated, and in their place we are making a transfer payment to COSTI, so therefore they will have the resources to do as they wish. I would imagine they would not be restricted to these particular functions if in fact they thought there were some other need or there were some other needs, and would negotiate with us on an ongoing basis, as has been our practice with COSTI over the years. We have a very fine relationship with COSTI.

Mr. Grande: I don't doubt it.

Hon. Mr. Welch: This organization is doing a tremendous job and will always be able to count on the support of this ministry in a negotiated way to augment the work it does and I repeat for the third time, it is apparently not unhappy with this arrangement.

Mr. Grande: You're saying that this arrangement was arrived at, with the full co-operation of COSTI—

Hon. Mr. Welch: Negotiations.

Mr. Grande: Negotiations, I understand that. I was speaking to Mr. Carraro, the executive director of COSTI, and he told me that yes indeed, that was in the letter of agreement. They have agreed that they would have the grant for the two positions.

Hon. Mr. Welch: Right.

Mr. Grande: However, there is no indication that the grant will be coming for other years. The point I am making is that you are gradually getting out of that part of the citizenship function.

Hon. Mr. Welch: I would suggest with all respect that that is an unreasonable conclusion to come to. I don't think that treating these negotiations in this way is any different from the negotiations that go on with many agencies that look to this government for transfer payments. There is no assurance beyond the fiscal year because matters change. There are to be some considerations given to perhaps new programs, new thrusts. In carrying on this type of negotiation with this agency by way of transfer payments, I see nothing different from the way we deal with a number of other agencies.

I think it is premature—I say this quite seriously—quite premature on the part of the member to suggest this change is some indication that we are going to withdraw our support. That is certainly not why we did it. Indeed, I say once again, the agencies themselves find they have far more flexibility in dealing with us on a financial basis than on a human resource basis, and I think if I were they I would see this as some opportunity to provide some flexibility as well.

Mr. Grande: I see it as an opportunity for you to get out of it. That is what it is.

Hon. Mr. Welch: I respect how you see it and all I say to you is that I—and we happen to be the ministry at the moment—I don't view it that way—

Mr. Grande: Are you giving them assurances that they are not going to have, at the end of the next fiscal year—

Hon. Mr. Welch: Let me add to this, Mr. McPhee, I'm sure, and other members of his staff have dealt with COSTI on this matter. Don't let me say things that haven't happened. Mr. McPhee, you were part of these negotiations. What assurances have COSTI had as a result of this transfer?

Mr. McPhee: We have just finished a series of lengthy meetings with COSTI to review the relationship of the ministry with COSTI, at which time we went through the ministry's programming and thinking with COSTI and COSTI did the same with us. We have a long history of relationships with COSTI and look to a lengthy future. What is happening in terms of these two positions which were there before any of us is that they are being rationalized. The one position, as a matter of fact, was utilized in a responsibility that COSTI felt might belong to the Workmen's Compensation Board, and we have agreed to join with COSTI in approaching that board.

Mr. Grande: Excuse me, Mr. McPhee, with due respect, was it COSTI that felt it was a Workmen's Compensation Board function or was it the citizenship branch that felt it was a Workmen's Compensation Board function?

Mr. McPhee: I was present at two lengthy meetings with the full COSTI executive. It came out of that meeting with our people. Whether we brought the idea up or they did, I don't know.

Hon. Mr. Welch: Well, it must be a matter of fact, though. Surely that is something you can substantiate one way or the other as to what was occupying the attention of the particular individual.

Mr. McPhee: But I think the hon. member is missing the context of those meetings. These meetings were joint planning meetings, looking to the future, and we are looking for ways to assist COSTI and also to assist it in finding other types of assistance.

What I did want to bring to the committee's attention was that the ministry has just set up a new grants program called community classes. It is our intention to rationalize this program so that all community groups will have an opportunity for access to that grants fund. At this particular time, that grants fund has in it \$480,000. Firm assurances were given to COSTI that they will have a full opportunity to present their claims upon that fund.

The rationalizing of a series of ad hoc arrangements that had developed over the years in no way relates to the intention of the branch with respect to COSTI or any

other agency, nor am I trying to relate that directly to current restraints. I'm just saying that the rationalizing of a variety of arrangements in which the product is delivered is one which our agencies seem to welcome. Transfer payment will be made to them directly. I spoke only today with Mr. Kerrio and again he reiterated that they want to control their own staff.

Mr. Grande: You were speaking to Mr. Kerrio, you were saying? Mr. Carraro.

Mr. McPhee: I'm sorry, to COSTI. But at any rate, there is a new transfer payment category called community classes that will respond to P and P and to all these kinds of adult community classes, language training, citizenship orientation and so forth.

Mr. Grande: In other words, if I understand you correctly or if I put my own inference on what you are saying, you are getting out of direct services and you are setting up a grant—God knows where the money comes from; for all I know it could come from Wintario—to perform that function. So therefore, citizenship classes, ESL and the nursery program are not functions of the ministry any longer.

Hon. Mr. Welch: Mr. Chairman, I know that Mr. Grande is not trying to mislead.

Mr. Grande: Not at all, I'm trying to get you accountable for that.

Hon. Mr. Welch: However, I want to suggest to the hon. member that he is confusing two programs. You see how quickly, with the turn of three words, we got ourselves out of COSTI back into the parents and pre-schoolers program, and I think that is a very unfortunate leap. Let's stick with COSTI for a moment. That is the order in which you placed these things and I want to suggest to you that I'd like to think that what we're doing here would have your encouragement.

Prior to the voting by you and others in the Legislature of additional resources in this area—and I invite you to go back to the last year's estimates and rejoice with me in the fact that we've got additional resources in the citizenship area—we developed two new grant programs, one for citizenship and one for multiculturalism. We'll come back to that in just a moment. We now have more resources. Prior to that time the only way we could respond effectively with respect to a number of problems was with people—that is, the members of our staff, whom we were paying. We simply thought that maybe they could be located in the agency to perform and we'd

pay their salaries. That has gone on over the years—the secondment of people—which was, I suppose, to be very honest, a very legitimate way to respond to very real needs with whatever resources we had at the time.

Now what my staff are doing in sitting down with these people at COSTI, who have a great commitment to their work and a tremendous amount of work to do, is inviting them in the long term to think in terms of how they might implement a more flexible type program by simply being given the resources and then assigning those resources to the needs as they are mutually agreed upon at the time, and not necessarily simply on the basis of people being sent down to do the work.

I suggest to you, and I say this once again, that we are now embarking on this particular program to which you make reference being conducted by the two people in question, and it is being covered by a grant in this upcoming fiscal year with access to the whole grant program on an application-by-application basis depending on the project. There is no intention on the part of this government to sever its relationships with COSTI as long as we share these mutual goals with respect to our citizenship program and their interest in that program as well. You have my assurance.

I think we have to understand what we're doing. If I'm wrong I'll be the first to admit it to you, but I am satisfied from the information I have that this has been quite carefully reviewed with the agency and they are quite pleased with the result. You've talked to them more recently; you may find otherwise and if so you can share it with us.

Mr. Grande: The conversation I had recently is they did as best they could through the negotiations that went on. Mr. McPhee talks about negotiations and you talk about negotiations; they did as best they could.

Hon. Mr. Welch: Are you telling me that COSTI would be happier to go back to having the two people go down there on a regular basis and not be dealt with by way of access to the transfer payment money? [4:15]

Mr. Grande: I am not saying that. I am saying that in effect what is happening by changing this over is that you have satisfied two purposes. One is that you can cut your complement down and, therefore, Darcy McKeough can wave his magic wand and say, "We have cut the civil service down by this number this particular year." Another one is that you are making it a lot easier for yourself to say at the end of the

next fiscal year, "Sorry, we have no funds for COSTI. Let the community go for COSTI or any other."

Hon. Mr. Welch: It is the farthest thing from my mind at the moment.

Mr. Grande: Well, it could be the farthest thing from your mind.

Hon. Mr. Welch: It is obviously not from yours.

Mr. Grande: It certainly is not because I am interested in protecting those services because the services are necessary.

Hon. Mr. Welch: We will both know next year—if we are here—who is right and who is wrong.

Mr. Grande: Well, we will find out. However, I would like assurances that at COSTI those funds will flow not just for the next fiscal year but will flow for as long as the need is demonstrated. The important thing, Mr. Minister, is that you are changing your particular function; instead of it being a direct function of the ministry through the community groups you are making it a function of those community groups and, therefore, at any time the funding situation is such you can get out of it and that's that. You did it with the ESL for adults and with the boards of education; you have totally given over that function to the boards of education. And you are preparing now to do it with the English as a second language courses for mothers and the nursery component.

Hon. Mr. Welch: Now you are into the second one again. Let's get back to that.

Mr. McClellan: They are just about the same though.

Hon. Mr. Welch: It's not the same.

Mr. McClellan: Well, with respect—

Hon. Mr. Welch: With respect it's not the same. You haven't even heard my explanation to the first one.

Mr. McClellan: You haven't heard the point that I was going to make either.

Hon. Mr. Welch: Well, I guess you are right.

Mr. McClellan: Let's start over again, if I could, just by way of an aside.

I am surprised that the minister is as touchy around this issue as he is, because there's a concern on the part of administrators of COSTI or any other voluntary service organization that relies on government funding; and that concern, a valid one and a perennial one, is the basic insecurity of the operation. Your government as a

whole—not just your ministry but all the ministries—has failed to come to grips with that and to provide funding procedures and mechanisms that guarantee some sense of security for the future. That's a reality that anybody who has ever worked in the voluntary sector deals with; I mean, you deal with it at night because it's a nightmare. It really is.

Hon. Mr. Welch: Mr. Chairman, I say to the member that the minister is touchy not for that point; the minister is touchy because he has a member of this committee suggesting to him some ulterior motive with respect to our program. I am trying to assure him, if he will listen—and this, I guess, will have to be the final time because if he won't listen, I can't make him listen—that we have no intention of abandoning this program. With respect to the COSTI situation, we are financing it in a different way. The hon. members of this committee know that even this minister has no guarantee as to what his budget is going to be in the next fiscal year.

Mr. McClellan: That's the problem.

Hon. Mr. Welch: Well, what guarantee does any ministry have? That's what we are going through.

Mr. Kerrio: Yes, job security.

Hon. Mr. Welch: We have no guarantee. All we are saying is that we will negotiate that as we do with all our agencies.

Mr. Grande: I would like the minister to go on to the second point; the order I had them in was first-second—and now he has second-first.

Hon. Mr. Welch: Now with respect to the first point, I should really point out, with reference to the estimates, that in the upcoming fiscal year, or rather the fiscal year in which we are now involved, 1978-79, the citizenship branch's operating budget has increased \$100,000 to \$1,548,700, and in addition to this increase, this branch's transfer payment funds have increased from \$500,000 to \$634,000. Also as Mr. McPhee has pointed out to you, the ministry has developed a new grant program to provide partial on-going funding to community English as a second language orientation classes; and this grant program, grants for newcomer language orientation classes, is going to provide support to over 100 community-sponsored classes for adult immigrants and pre-schoolers. Subject to your approving these estimates and their approval by the Legislature, that approval will contain a fiscal commitment to

community classes in 1978-79 as follows: First, you will have \$280,000 as new transfer payments to be grants for newcomer language orientation classes; and \$200,000 for what we call discretionary and classified salaries.

The branch in this connection continues to develop innovative and new programs which attempt to meet the needs; and there could be more said about that particular matter. But let's get to the parents' and pre-schoolers' program.

Mr. Grande: Could you please divide it between this past fiscal year and the next fiscal year? One of the concerns, as I pointed out, is that they were cut back this past fiscal year, with funds that were apportioned to it by this particular—

Hon. Mr. Welch: Perhaps we could put this, as a background to this statement—and Mr. McPhee, please correct me if I'm wrong—the only bulletin that has gone out dealing with these classes I am going to speak about—parents and pre-schoolers—deals with the program as of the end of June this year. There have been no announcements with respect to the classes that are starting up in the fall. Is that correct?

Mr. McPhee: The fiscal years overlap. Some of the current savings effected were in those programs that did not meet the attendance levels; and the fiscal year of the groups that were being dealt with is not the same as our fiscal year. The savings for the ministry are to be implemented in the next fiscal year, not this one.

Hon. Mr. Welch: All programs in which our branch pays salaries directly were cut back by two weeks in the spring term. Where there were under five children the status of the nursery supervisor was reduced to that of a child-care worker. The incumbent's part-time salary was therefore reduced. Thirdly, programs closed because of low attendance or alternative services; and these reviews had usually been conducted in June but were cut early because of the obvious financial benefits that could accrue, if in fact there was early notification.

In that connection, we have the F. H. Miller school; we had very low attendance there, only six in the adult program; at the Ryerson Public School, the nursery in the evening was closed due to low attendance—there were only three children; at the York-Eglinton Information Centre, attendance was under 12. And it is my understanding that in the same building upstairs the Metropolitan Separate School Board was holding classes, doing the same thing.

Mr. Grande: You had better explain that a little further.

Hon. Mr. Welch: What more can I explain? We have two programs going on in the same building, and ours has fewer than 12 while there is a class going on upstairs. We therefore suggest that the needs in that area could be accommodated in one spot.

Mr. Grande: But you are talking about a citizenship class right now.

Hon. Mr. Welch: No, a language class.

Mr. Grande: No, you are talking about a citizenship class.

Hon. Mr. Welch: Well then, what am I talking about?

Mr. Grande: I'm telling you—you're talking about a citizenship class at York Information Centre.

Hon. Mr. Welch: At York-Eglinton Information Centre?

Mr. Grande: That's right.

Mr. McPhee: It's a bilingual citizenship class, language and citizenship; that is a norm for these kinds of classes. It is my understanding that an approach is being made to the school boards to see if some of the citizenship content can be put in it. But, Mr. Minister, the direct supervisor of that program, who knows this particular situation, is in the room if you would like her to speak to this meeting.

Mr. Grande: Well, let Miss LeMay come to the fore. Not Miss LeMay, but Miss Butterworth?

Ms. Butterworth: When the co-ordinator of the bilingual programs—as we call them, because the teachers speak the language of the students in the class—went to that program at 7 in the evening she found that on both occasions the number of students was under 12 to start with. After half an hour a number of students left the class and went upstairs to the Metro Separate School Board English classes. The level of English of a number of the other students in the class was such that they didn't need to be in a bilingual program; in fact a couple spoke quite good English. I was talking to her about it today. There was one person, she felt, who was really benefiting from that particular program.

The branch has been talking to other agencies regarding citizenship classes with bilingual teachers for Italian-speaking immigrants who really don't have the level of English to be in, say, the Metro separate classes or other board classes. We are open to transfer payments to other agencies that would be involved in bilingual English and

citizenship classes. As you know, the English is a very important requirement for the giving of citizenship; even with more elderly people it has become more important.

Mr. Grande: Am I correct in understanding that the citizenship class—call it by whatever name you want—at the York-Eglinton Information Centre has been closed as of March 31?

Ms. Butterworth: Yes.

Mr. Grande: The teacher has been let go as of March 31? However, with the Metro Separate School Board no agreement has been reached whether their program is going to take in the citizenship component.

Ms. Butterworth: Marguerite LeMay met on Friday morning with the Metro Separate School Board and they will be arranging a meeting with their teachers to talk about how they might integrate more citizenship material. We are also open to using the new transfer payment with a community agent to develop classes for the people who really need it, and there are a lot of Italians, especially senior citizens, who were not getting to that class for whatever reason—location or whatever—who would need that type of program. We are open to that sort of negotiation. We have talked tentatively to the Italian Immigrant Aid Society and also the Catholic immigration services about that type of program through a transfer payment. And we would give a lot of support in terms of materials, teacher training, and so on.

Mr. Grande: In other words, the same thing is in effect here? That which is a direct responsibility of this ministry, you are moving on to community groups to perform. You give them a grant to perform it, and they will not know whether that grant will be forthcoming or not?

Hon. Mr. Welch: I'll try once more because I think it is important—and if you are not understanding it, please let's stick with it until I do explain. There are two divisions here. We talked about those classes where numbers didn't justify our carrying on, and we are being told by Ms. Butterworth and others that indeed community groups who want to organize themselves around these particular needs will deal with the ministry on the basis of getting a grant for that program.

The other groups are those where we have simply stated that instead of running for 34 weeks they will run for only 32 weeks. And you are suggesting that we are now attempting to pull out of those. I think that is the distinction I want to draw here,

in keeping with the spirit of what the hon. member for Bellwoods (Mr. McClellan) said. That is the difference. I don't hear anyone saying that we are going to abandon those particular courses. We have simply cut back for a couple of weeks.

Mr. McPhee: We should point out that the new grant category for newcomer language orientation classes, unlike all our other grants, is an ongoing one where the minister has been delegated authority for this category. Before this was implemented we had to go to cabinet for each single grant. The community groups had to come forward each year on a project basis. Those approved community classes will now be supported by the ministry year by year through this delegated authority to the minister.

Mr. Grande: Let me understand it correctly. Is it not a fact that the citizenship classes were run by the ministry? Are run right now by the ministry—directly by the ministry? Is it not a fact that the nursery component is run directly by the ministry, and the ESL component is run by the board of education?

[4:30]

Hon. Mr. Welch: I tried. Would you like to try again, Mr. McPhee?

Mr. McPhee: I was going to comment generally on the wide variety of arrangements for classes in the community class category, where you have school boards sponsoring classes, community colleges, co-sponsorships, single sponsorships. It is just such a wide variety of arrangements. The ministry, as I understand it, has always seen its role essentially as developmental and supplemental.

For example, the ministry has developed a new language training program this year on which it ran a pilot project, which is extremely successful. It is hopeful that it can sell the program to a variety of community agencies across the province. The ministry has no intention of going into direct delivery of this new "Help a friend learn English" approach to language training.

We do run one school at Welcome House which we regard as an important language laboratory. We have a developmental section, and we are a resource, but over the years there has been a variety of sponsorship arrangements and partnerships. We are trying to rationalize them so that the various agencies can be in charge of their own operation and can receive developmental community development assistance from us and consistent transfer payment assistance.

This is what we are attempting to do for them.

Mr. Grande: I understand all of that. I understand the process. It is just that I am not comfortable with that process, that is all.

Hon. Mr. Welch: That is beginning to get through.

Mr. Grande: That I am not comfortable with the process? Oh, I hope you understand that.

Hon. Mr. Welch: I am not trying to be smart about that. I would like you to really think about that, because we have additional resources now to deal with a wide variety of community agencies to respond to the needs to which you made reference in your opening remarks. The sensitivity, and may I repeat once again, comes from the fact of a suggestion that we are trying to avoid our responsibilities in this regard. It may be that you are not happy with respect to the way we are doing it, but on the other hand it is not fair to say that it is being abandoned.

Mr. McClellan: You have to admit it is not easy to figure out. Don't think I'm stupid.

Hon. Mr. Welch: No, I am not saying that.

Mr. McClellan: This is not something I am on top of. I am having enormous difficulty trying to get through my head what you are talking about.

Hon. Mr. Welch: There was a time, Mr. Chairman, when this ministry was far more involved in a direct way with a lot of this work, and there is no question that over a period of years this ministry has, in fact, seen its role as not being the sole agency to deliver this service. School boards all over Ontario, through their evening programs, are, in fact, involved in this, on the same criteria as they are involved with respect to a lot of programs. Community colleges have accepted this as a responsibility.

We see ourselves in this field principally as providing materials and providing assistance with respect to professional help, because teaching English or French as a second language requires a special expertise. We are not the only agency as such in this field at all, and we have different arrangements depending on the circumstance. Indeed, in the early days when we were first involved in this the ministry really saw its need as moving in to areas where there seemed to be some lack of ability to respond to some particular geographic needs.

I think now, when you think of all the agencies that are involved, the fact we have increased resources, we should be able to deal on a much broader basis with a wide variety of community groups to provide this service. I can understand the difficulty in the member understanding it, but I think it is important to recognize where we have, in fact, made some adjustments, because of lack of enrolments, and I think that has to be a legitimate reason, if you haven't got enough people in the course, and secondly, by simply curtailing some of the programs by two weeks.

Far from abandoning the program, I am quite prepared to honour what I said in the House; we haven't abandoned our interest in this. In fact, I think what we have been trying to say together, all four of us, is that with increased resources we are going to be able to respond in a much more exciting way to the demands in this particular area. As the member points out, with the change in the waiting period from five to three years for citizenship, there is no doubt that there will be—at least I hope there will be—some increased need for the services which we are prepared to help support.

Mr. Grande: But at the same time you're decreasing the classes. Let me—

Hon. Mr. Welch: If it's important that you have the last word, then you can have the last word.

Mr. Grande: Yes, let me just summarize. At the York-Eglinton Information Centre you have cut out the citizenship class and you have no assurance that the Metro Separate School Board will pick it up, so there it's in limbo as of this time. That's citizenship.

For the nursery and the ESL for mothers programs, you have from the York Board of Education the feeling that there is a greater need than there is now. Sure, it might change from school to school, from district to district, however, they point up to me that there are at least two or three other schools where there is a need for English as a second language program for mothers and the nursery component. Yet they were told that there's no expansion of that program, period.

Hon. Mr. Welch: By the board?

Mr. Grande: No, they were told by the ministry people that there would be no expansion of that program. You have hesitated in calling it a cutback. In essence, that's what it is, because letters that have gone out to these people, specifically say, "As you know, budget cutbacks necessitate our re-examining the programs we fund." A letter that went from Kay Eastham, director, Edna

Rigby, co-ordinator, says, "Rather than closing some programs, we're trying to minimize the effect of this cut by spreading it across the total program." So there is a cutback in this area, there is less money spent. You can point out to me that for the fiscal year 1978-79 it's going to increase by \$100,000, but that's barely enough perhaps to keep the same number of programs that you have now.

I finish by saying that that as it is shown over and over again that the need is increasing, you're holding the line on these programs or cutting them back. I find that a totally unacceptable state of affairs. With that, let me end this particular section.

I want to get into the area of the learning resources materials. You committed yourself last year, last December, that given the heritage language programs in the schools for children—now, let's not confuse the programs; at least in my mind they're not confusing at all. You said you were prepared to help the school boards in developing third language materials for these classes. However, I find out that the Minister of Education (Mr. Wells) is doing exactly the opposite.

The Minister of Education is saying to the Canadian book publishing firms that the projects they had for the multicultural and third language development, those kinds of projects will no longer be entertained for this fiscal year, that the ministry is going in a big way with the developing and translating of French texts. It appears to me that your commitment is just an empty commitment, because while we can say here, "I have this commitment and I have this other commitment," the Ministry of Education, through the learning resource development fund, is cutting back on that.

The political setting dictates to the Minister of Education that we'd better zero in on French, so the \$2.5 million that the fund has is totally taken up with those kinds of projects. Therefore, my question to you is, can you show me in tangible form where your commitment is? Show me in tangible form whether you have indeed told the boards of education across Metro or across this province that your ministry is willing to get involved in learning materials in the third language to help them with the heritage language program. Just point out to me some of the concrete things you're doing, because, frankly, once again I see a diminishing of them rather than an increase.

I wouldn't have minded very much if they were at a standstill and still the commitment remained, but I find out from one of the memos from the Ministry of Education that was sent to the—well, it doesn't even

have where it went, but it's a memorandum re the learning materials development plan 1978, and it says: "The priority for French as a minority language is being accommodated through the French-language fund. Mr. Rosaire Cloutier, curriculum branch, is its co-ordinator. A competition for funds has been held and results will be announced shortly. While the recent competition was restricted to textbooks, the 1978-79 competition will be extended to include other forms of learning materials. A memorandum of procedures will follow"

Here is the operative sentence. "For the learning materials development plan 1978 competition, only those proposals focusing upon French as a second language will be eligible to compete for a major portion of the fund." This means that the minister's commitment of the year before in terms of multiculturalism and development of these other materials has totally disappeared here, so just spell out for me what concrete steps you have taken to fulfill that commitment that you made in December of last year.

Hon. Mr. Welch: If I could speak to this point, there is no question in my mind that the responsibility as far as learning materials in the kindergarten to grade 13 classroom activities go rests with the Ministry of Education. Indeed, I am sure that the hon. member would agree with me that this, indeed, is the primary responsibility for all the programs within the formal educational system and that we would look to that ministry for some responsibility there. The involvement of another ministry in the study of heritage language would be certainly to invite other ministries with respect to a number of other subject matters getting involved in the normal school program.

Reference to our involvement in third language teaching has to be seen in the light of our Wintario citizenship and multicultural grants, and there have been a number of them. I would think that you see this in our dealings with, once again, community groups which are interested in some way with respect to the whole area of cultural heritage retention and third language in so far as their respective communities are concerned. They make application under Wintario to be considered for assistance, either in seminars or in purchasing books and materials, keeping in mind that we do have certain expertise within this ministry, for which we are well known, and that is, as far as teaching English and/or French as a second language is concerned, which we do share with the

school system through our annual conferences and a large number of teachers attend those conferences for the benefit that accrues.

Mr. Grande: You got out of that last year.

Hon. Mr. Welch: We sponsor that conference.

Mr. Grande: You used to sponsor it.

Hon. Mr. Welch: Do you know something that I don't know.

Mr. McPhee: Do you mean the annual festival conference? It's a project of the branch.

Hon. Mr. Welch: We are in it. In fact, we ran one in the north.

Mr. Grande: I don't want to get off topic but—

Hon. Mr. Welch: You sure made a good attempt at it just then.

Mr. Grande: The teacher federation is totally autonomous and the ministry plays a very little role in it. Anyway, that aside, I am concerned about learning materials right now.

Hon. Mr. Welch: Now just a minute. You just can't dismiss things like that. That's not true. We sponsor a conference every year for teachers of English as a second language and have done so for nearly 12 years. I opened the first one about 12 years ago and they have been running ever since as far as I know, and we had a second one in the north. So what do you mean we don't run them any more?

Mr. Grande: I would suggest to the minister, with respect, to find out more about that area then.

Hon. Mr. Welch: Mr. McPhee, what is going on here?
[4:45]

Mr. McPhee: An evolving partnership is what is going on, and the involvement of the branch in that conference is as large as ever, if not larger. A transfer payment arrangement is being developed for the coming year but the key role that Mrs. Butovsky and her staff play continues.

Hon. Mr. Welch: Other than underwriting the costs along with the fees and providing the materials of the teachers, we share.

Mr. McPhee: We offer professional development resources.

Hon. Mr. Welch: I mean, that's a fairly substantial involvement on the part of the ministry.

Mr. Grande: Well, it's less than it was 10 years ago. Let me put it this way to you.

Hon. Mr. Welch: How do you deal with this?

Mr. Grande: I don't know how you deal with it, but it was your own director of citizenship, last year at the conference being held at OISE, who said, "We regret the fact that we were coming to an end in terms of our association." I listen and I get information from the kinds of things that go on. If you are saying to me that the information I have coming from your own director of citizenship is not accurate, well, it's not accurate.

Hon. Mr. Welch: I did not say that at all. You heard what Mr. McPhee said: We're negotiating to invite others to have a role with respect to the conference; we are putting up the resources; we are putting up materials; we involve our staff. I don't know what more you can say with respect to it, unless there is something I am missing.

Mr. McPhee: No, I think the philosophical question is implicit here. The ministry, as its major thrust, is working on the partnership with the community, believing that community involvement, community sharing in sponsorship, community participation in immigrant integration is one of the principles of our philosophy. I think it has to be made quite clear that that's the direction the programs are going in at this time—partnership arrangements.

Mr. Grande: Well, the minister's not finished yet, Mr. Chairman.

Hon. Mr. Welch: However, Wintario citizenship and multiculturalism approved grants for third-language teaching would involve some of the following: The education commission of the Ontario Provincial Council of the Ukrainian-Canadian Committee; the Portuguese School in Hamilton; the Kitchener-Waterloo Chinese School in Waterloo; the Ukrainian-Canadian Social Welfare Services children's care group in Toronto; the Centre for Spanish-Speaking Peoples in Toronto, the West-End YMCA Portuguese program department in Toronto; you'll have to excuse my pronunciation on this one, the Petah Tikvah youth organization in Toronto; the Onake Corporation North American Indian Traveling College in Cornwall Island, and the Islamic School of Ottawa, to name some.

Mr. Grande: So, that's it.

Hon. Mr. Welch: That's it.

Mr. Grande: But these commitments were prior to last December, were they not?

Hon. Mr. Welch: No.

Mr. Grande: Was there a new commitment after December 1977?

Hon. Mr. Welch: You are asking how many of these have come into being since December 1977. I can't answer that question because it's a category that has been in the Wintario grant structure; there could be a number of others in the mill even now.

Mr. Grande: Well, the first time I say something we don't understand, we're not on the same wavelength; if I point it out many times, by the 35th time I repeat something, then perhaps we'll get on the same wavelength. It's unfortunate, but that's the way it is and that's the way it's going to rest for a while.

Let me go on to the multilingual TV station. I mentioned that in my opening remarks. Instead of going on with what I said before, I would like the minister to answer in terms of what the Ministry of Culture and Recreation thinks about the multilingual TV station; whether the minister supports it and whether the minister supports his colleague, the Minister of Transportation and Communications (Mr. Snow), in the view that if the people who normally watch third-language television want to watch it, it is a privilege and hence they should buy converters. Is that your position also?

Hon. Mr. Welch: Mr. Chairman, I think the hon. member is being correct in pointing out that the Minister of Transportation and Communications did put on record the position of the government as it made its representations to CRTC. Notwithstanding what the government's position, as enunciated by the Minister of Transportation and Communications, might be, it is going to be the CRTC which ultimately makes the decision to determine which cable service will carry the new multilingual TV program. So I think we must keep in mind that that is the decision of CRTC.

Mr. Grande: Yes.

Hon. Mr. Welch: There is no question that this government attaches some importance to the provision of this particular service here in the greater metropolitan area. I've got a copy of the minister's statement; it is a statement which represents government policy and it is one with which I would have to associate myself as a member of the government.

Mr. Grande: So in other words you are suggesting—it is not suggesting; you are saying—that of the people in Metropolitan Toronto who might watch or have access to the multilingual TV station if it were on a direct channel, direct cable, only 27 per cent would have benefit through the con-

verter because 27 per cent will buy the converters, the others will not. So therefore you are saying, "That is fine with me, as the Minister of Culture and Recreation."

Hon. Mr. Welch: I think what you have to face up to is who buys the converter. I rely on what you would say in this regard with respect to choice. I am told that the band from which this will operate is now at its full capacity and so therefore something has to go; if it goes on the area that doesn't require the converter, something's got to go. I would think that the greater Metropolitan Toronto area or whatever the geographic area that is to be served by this cable TV represents an awful lot of people. If, in fact, these people have a choice between watching a program from the new station or watching a program to which they have become entitled to, notwithstanding the fact that it comes from another jurisdiction, you might well ask yourself who is going to be put to the expense of the converter.

Then we get into the numbers game and the percentages of people who would be interested in the specialized service as opposed to the general. There are some figures, I am told, in Transportation and Communications that would suggest that those requiring the specialized service are a smaller group than the larger population who in fact would want to have access to the other network through the cable. So what you are really saying is, do we push that expense on those people to accommodate the specialized service?

I am sharing the thinking with you in so far as the Ministry of Transportation and Communication is concerned. The government of Ontario said to the CRTC that we support such a station in principle, and the ministry which represented us stated reservations about the implications which the operation of such a station would have on the cable delivery system. Under CRTC rules, the new station, being Canadian, should have priority on the basic cable service and replace one of the stations now being carried. The station from the other jurisdiction would then be relegated to the augmented service, as they call it—sorry, I didn't get that term properly—which requires a converter, which is rented by the month, or indeed, I guess they can be purchased.

It was the feeling at that time, when you take the total population, that the station from the other jurisdiction should remain on the basic service while it is the multicultural

station that should go to the augmented service. The reasons, which we shared openly in the statement at that time, were that multilingual TV is a specialized service aimed at special audiences and like other special TV programming, belongs on the augmented service; that Toronto and area viewers have come to expect a choice of programming on the basic service, which requires access to the other jurisdiction; and that there would be larger numbers of people who would be inconvenienced by the switch, and therefore you would be placing a hardship on those with fixed or low incomes who are not part of the audience that would want the specialized service.

Of course, this goes back to the whole question of basic cable service, on which I'm not too competent to speak; but quite openly, that's what prompted the decision. If in fact there was room for this station without any change, if this new cable station could be accommodated on the basic service, this problem wouldn't be here. But as I pointed out, something would have to go in order to accommodate this station. The question is that then people who wanted to follow that which went would be placed at that expense, so who has the priority?

Mr. Grande: When you put it in those terms, I guess the majority wins, doesn't it? You're getting involved in the majority-wins situation, although I want to put it in a different perspective and different terms. It appears to me that it is fine, it is great, we can talk about it and we can pay all kinds of lip service to the multilingual TV station, so-called—you called it a multicultural development—but when it comes to making a decision which really affects and which really can change the situation, then we draw back and we say, "Ah, but look at the number of people who are inconvenienced by it." Either we believe in a principle, or we do not believe in a principle.

I want to put it to you in these terms: There are those people who would make use of a multilingual TV station. For a good number of those people or a good percentage of those people it is probably the only way they could have access to information and hence have access to citizenship in this province—citizenship, I mean, in broader terms, in terms of being a citizen who is well-informed and can act on that information; that's what it would mean for a large percentage of people within Metropolitan Toronto.

What you're doing is to say that by having the multilingual TV station on a direct cable

service as opposed to the augmented one, people would be inconvenienced. But may I remind you that those people can and could have access to information somewhere else, whereas for a majority of the other people the multilingual TV station possibly would be the only means of access to information, at least in terms of television.

So if you want to put it in terms of a simple majority-wins situation fine; if you're comfortable with that you can do that. I, rather, would like to put it in these terms, that if we really are committed to this multiculturalist policy that you have, then that means some sacrifices and that means some decision on the part of authorities.

Hon. Mr. Welch: I understand that, and I don't dispute the fact that some things have to be done quite deliberately. I give full credit to the predecessor of the CRTC that talked in terms of Canadian content as far as radio broadcasting was concerned some years ago. I suggest to you that if they hadn't done that, we wouldn't have the high degree of talent that we've got in that particular area. Indeed, having attended the Juno awards last week, there's plenty of justification for that decision having been taken in a deliberate way to make that particularly possible.

I suggest to you that there was still a choice on the dial. In this particular situation, I suggest to you as well that no one is in fact discrediting the importance of a multilingual TV station on cable, and I don't suggest that the hon. member has even hinted at that. There would be no problem even being discussed in this committee meeting this afternoon if, as I understand the technology, the basic service channel, or whatever you call it, wasn't already full, which maybe requires that we have to take a look at the whole question as to what is the basic cable service that's available.

[5:00]

In order to give this access to basic cable—that is, without the converter—there has to be some rearrangement. If this licence is successful, somebody has to go to the augmented service. All the ministry was saying was that they don't think that to which people have become accustomed in this area should be one of the things that go. Since this is a specialized service for a certain percentage of the population, perhaps this is the one that should go. This doesn't minimize the effect. It would be better if everybody was on the basic service, if that could be accommodated.

I'm not trying to be overly simplistic with respect to arithmetic, but the hon. member certainly understands the arithmetic of this House and we are reminded from time to time, ultimately, of what majority means and what minority means. I'm not talking about minority and majority in that sense. All I'm saying is that I would assume that other people have some rights as well with respect to their viewing habits and what choices they should have. So when you're faced with that choice—and if this is oversimplification, tell me, because I'm maybe making some mistakes with respect to the technology—the simple question for a large number of people in this area who are on cable, is, "Who buys the converter?"

If because of my cable I've become used to a certain line of programming to which I have access, and because of this decision this new station moves on to the regular service and my access to that other programming goes on the augmented service, I guess I'd be a bit annoyed.

Mr. Grande: You would be a bit annoyed and I would not have access to information. That's, basically, what it comes down to.

Hon. Mr. Welch: That logic eludes me. I don't know that you'd be denied basic information. The station is not on the air at the moment.

Mr. Grande: That's correct.

Hon. Mr. Welch: I don't think the application has been disposed of. Has it? So where have people been getting information all these years? Surely they couldn't have been waiting for this station to start getting information.

Mr. Grande: I realize the CRTC is the decision-making body. I also realize that given the positions taken by different groups, government included, this will sort of direct the CRTC towards a solution and towards a decision. You have taken a decision which I don't agree with. That's it.

Hon. Mr. Welch: Fair enough. How much influence this government will have on the CRTC, we'll have to wait and see.

Mr. Grande: Mr. Chairman. I think that's it for me on that particular vote, citizenship development.

Mr. Chairman: Are there any other questions you wish to ask the minister on that particular topic? Shall item 1, vote 2904, carry?

Mr. McClellan: If I could just very briefly come back to the point that I had made originally, not to belabour it; I think it would be really useful for the minister to

take into account the reality now that there are an enormous number of service organizations in the so-called voluntary sector that depend on the ministry for their continued operation. It's not good enough for them to have to ad hoc it from year to year. It ought to be evenly divided. The United Community Fund doesn't proceed that way any more, as you well know.

You ought to be able to develop long-term commitments to funding, subject to change. Certainly, if needs vary or organizational difficulties occur, sure, you change. You have ways so that you're not locked into, say, five-year funding. Nobody's suggesting that. But you ought to be able to sit down with an organization and to work out a five-year budget forecast or some kind of base funding. There are all kinds of different ways you could do it. It's not good enough just to keep this kind of ad hoc-ery which is the basis of funding now.

No matter how you want to describe it, whatever bureaucratise you want to use to describe it, it's still ad hoc funding from year to year and agencies never know for a certainty from one year to the next whether they're going to be able to count on you or not. Ministers change and governments change and that kind of instability in key service sectors ought to be addressed. It's an administrative problem. I would hope that you would deal with it. I don't have any sense of you dealing with it, and I think that the concerns that are being expressed today relate as much to that as to anything else.

Mr. Chairman: Would you care to reply, Mr. Minister?

Hon. Mr. Welch: No, I understand the point and I am meeting with some groups tomorrow as the hon. member for Oakwood (Mr. Grande) knows. It is interesting to point out that prior to the letters that went out, as far as the parents of pre-schoolers are concerned, certainly my door wasn't being battered down by people who felt any insecurity with respect to the total program. And indeed, I should point out to the hon. member who has just spoken that this new grant program — a lot of it — is just being introduced this year in these estimates and it will take a while for us to work with groups. I think people dealing with government understand that given a period of time and some experience they can count on a certain level of support as long as the program requirements are being met and as long as there are funds available.

Mr. McClellan: If you are in an agency you have a responsibility to the clientele and your staff.

Hon. Mr. Welch: Well you may deal with the United Community Fund, but I am sure that anybody who deals with the United Community Fund knows they will get their budget, providing the objective is met.

Mr. Sweeney: Mr. Chairman, I understand that the Advisory Council for Franco-Ontarian Affairs comes under this vote. Is that correct?

Hon. Mr. Welch: Yes.

Mr. Sweeney: What are your relationships with the cultural minister, Mr. Laurin, in Quebec.

Hon. Mr. Welch: I've never met him.

Mr. Samis: Nor his predecessor.

Mr. Sweeney: It seems that in the province of Quebec right now the whole area of cultural affairs is taking a very pre-eminent position and given the statements of Ontario's interest by the Premier (Mr. Davis) and some of the ministers of this government, should there not be some kind of liaison?

Hon. Mr. Welch: I think that's a different question now; if you are talking in terms of my personal relationship with the minister and asking have we had any meetings, I have to point out to you we haven't. In so far as Ontario and Quebec are concerned—

Mr. Sweeney: No, no; I mean in this area, not the broad government; I'm thinking specifically of this area.

Hon. Mr. Welch: Yes, we do. We have the Ontario-Quebec commission; and there is a cultural component to the work of the Ontario-Quebec commission. Mr. McCullough, my assistant deputy minister, chairs that particular section of the Ontario-Quebec commission. Mr. Deslauriers from the Advisory Council for Franco-Ontarian Affairs, to which you have made reference, is here and can talk in terms of our relationship on this level with counterparts in the province of Quebec as well. So it is not as if there is nothing going on. In fact, it might be interesting to hear some of the projects that have gone on in the cultural area.

Mr. Sweeney: Let me put it in a different perspective. It strikes me that the major thrust of the changes taking place in Quebec are coming under the Ministry of Culture as opposed to, say education, even intergovernmental affairs, even finance; it seems to be that one specific ministry. Therefore, I am

wondering should there not be a greater relationship directly between you and that minister? Who else is he going to communicate with respect to Ontario's position and with respect to Franco-Ontario affairs, which is one of the major components of this whole issue?

Hon. Mr. Welch: I stand to be corrected but I don't think the white paper on cultural policy has yet been revealed. Has it?

Mr. Sweeney: Well, it has been inadvertently revealed in Maclean's, as you are aware.

Hon. Mr. Welch: I want to be careful because I haven't read anything about it except what was contained in that article and some other articles that followed that particular article.

Mr. Sweeney: But you understand the thrust that is coming through?

Hon. Mr. Welch: I was going on to say to the hon. member, Mr. Chairman, that certainly if in fact there is any truth to that particular approach I would have some difficulty associating myself with that particular approach to cultural development. It is a bit different from the policy and philosophy that I would espouse as to the use of cultural initiatives. It is far more directive than I feel it should be, but I am being very cautious at the moment because I may be quite unfair to the minister and also to the government in the province of Quebec on even commenting on it, because all I am doing is commenting on newspaper reports. All I am hinting at at the moment, subject to making some comment once I see the report, is that there may be some basic differences in approach as to the development of a cultural policy which might be deemed by some—and I say might be deemed by some—to have political objectives rather than merely cultural ones.

Mr. Chairman: To comment on newspaper articles is a dangerous game at best, Mr. Sweeney.

Mr. Sweeney: I think what I am trying to get at, Mr. Chairman, is that it's quite obvious that in the province of Quebec they are using culture and the Ministry of Cultural Affairs as a vehicle for many things, and I just wondered what the relationship was between the ministers.

Hon. Mr. Welch: There are two ministers involved in Quebec. There's cultural development and cultural affairs. I guess it's cultural development that's in fact proceeding with the white paper under, as you know,

Mr. Laurin. I don't want to let the point go by. I was sort of measuring what I said because I really don't want to pre-judge the situation. The hon. member is right, as far as I am concerned, in recognizing the role of cultural development in that jurisdiction in so far as the information which I have is concerned. Certainly I am looking forward to reading the white paper—or whatever the colour of the paper is—once it's tabled, as I am sure my advisers would be as well. However, I go back to the fact that there's also reason to believe—if I could just take a minute—that it may well be on this front that we could find a very interesting mode of communication between the peoples of our two provinces, if not between the peoples of that province and the whole country. So anything that's done to promote Canadian cultural identity, and indeed to have exchanges, people meeting people and using the arts as they should be used, is a method of communicating something of ourselves to others. I am sure these are the sorts of things that are being encouraged by the Ontario-Quebec commission which has been in place now, I guess since the days of Mr. Roberts as Premier. Did it not follow the Confederation for Tomorrow conference or shortly thereafter? Indeed, we do have some input on the Canada-France agreement. There's no question that Mr. Sweeney is quite correct in recognizing the cultural sphere as a very worthwhile model or form for communication.

Mr. Samis: Just one supplementary: Can I just ask why it is that seemingly you find it so difficult to establish any relationship with the Quebec Minister of Cultural Affairs? Having met the previous one a year ago, having met the existing one a week ago, you are a complete unknown to them. Now if poor humble back-benchers in a third party can find their way into his office in Quebec City, along with the leader of the Conservative Party in Quebec, don't you think in the context of national unity, the tremendous debate over Confederation—as Mr. Sweeney said the tremendous emphasis on culture in terms of their policy—that it's your responsibility to take some initiative in trying to explore some common ground, whether it's on the political sphere of culture, the communications aspect; you name it? Don't you think as a member of the Ontario cabinet, the Minister of Culture and Recreation, the Deputy Premier of Ontario, that you should be taking some initiative and not leaving them completely in the cold, and establish-

ing some sort of tie between Quebec and Ontario.

Hon. Mr. Welch: I am sure that the hon. member will appreciate that there's all kinds of ties between Ontario and Quebec. I am not attempting to avoid meeting the Minister of Cultural Affairs for the province of Quebec.

Mr. Samis: That's not an initiative.
[5:15]

Hon. Mr. Welch: It is not as if nothing is being done in this area. I mentioned the ongoing work of the Ontario-Quebec commission and the ongoing relationships that my colleagues and I have with other ministers. I certainly have met with other ministers of the present administration in the province of Quebec with respect to other aspects of my responsibility and there may well be some advantage to it. It may well be that the tabling of the white paper would provide an excellent opportunity to go and have a chat. At the moment, I would think he has been fairly busy with a number of matters and it's not as if I have been sitting back waiting to be invited. It's just that there hasn't been an opportunity in the last little while to follow up with that.

Mr. Samis: May I suggest that you try to take advantage of the first opportunity to do so, because I think it's tremendously important for the future of this country, quite frankly; at a personal level, not at a bureaucratic level but at a personal level.

Mr. Sweeney: Under the same general heading, it is my understanding that, in co-operation or co-ordination with the Ministry of Colleges and Universities, your ministry has something to do with book publishing, textbooks, that sort of thing, as a general thrust, not the specifics. Am I on the right track? Let me tell you the issue I'm interested in and maybe you can tell me whether I am or not.

Along the same lines, it's becoming more common knowledge that there are very few Canadian-published French texts, but that a very high percentage of them are coming from France. I understand that's true even in the province of Quebec. Given the tendency of the French government as we understand it here in Canada, would it not be strongly advisable for some ministry of this government—and I can only think it's yours—to be more involved in the whole issue of Canadian French publications? What I'm trying to get at is that there doesn't seem to be very much being done.

Hon. Mr. Welch: Perhaps you would allow Mr. Deslauriers to comment on that.

He is chairman of the council. This has some spillover from the other vote, actually, talking in terms of the book publishing as well.

Mr. Sweeney: I'm more concerned with Franco-Ontarians and the availability to them of Canadian-published French books.

Mr. Deslauriers: My first comments, Mr. Sweeney, will be on the books for libraries, not school books or textbooks. This year the federal government and our own council have helped in having an exhibition, called Book Fair, of French-Canadian books, not French books from France, because we have some dumping all over the place. We had about 5,000 French-Canadian books exhibited at Harbourfront. Next month, through the co-operation of the Ontario-Quebec permanent commission, the Book Fair will go to Timmins, Cornwall, Welland and Sturgeon Falls. These are 5,000 books published in Canada that are shown to the Franco-Ontarians so that they will know that the books are published in Canada by French-speaking authors and also encourage libraries to put them in the library so that people will also be aware that there is a certain dynamism developing in Canada about French-Canadian authors.

As for the textbooks, the other member spoke about the learning development fund. I think there is something being done in the Ministry of Education but I have to admit that no official project is on just now within the Ministry of Colleges and Universities. There is still a problem of French-Canadian textbooks at the post-secondary level. My problem is that sometimes I go to Sherbrooke University, Laval University and Montreal University, especially in the medical field, and these books are not readily available. I intend to request from the ministry involved that a fund also be set up by this ministry to develop these textbooks, French-Canadian textbooks, either Ontario or for Quebec, and also that these books be available to New Brunswick or throughout Canada because the market is so limited. I think we have to make arrangements that these books be available to all French Canadians throughout this country.

Hon. Mr. Welch: There's also a consumer demand situation here. Somebody can correct me if I'm wrong, but I think there is only one publisher of French books in Ontario. What we're faced with there is, of course, the demand that's created for this type of publication.

I was just thinking while Mr. Deslauriers spoke, one of our Wintario criteria does

provide, in the library grants, for the acquisition by libraries of Canadiana, which includes French-language books. There's been a fair response to that program as well; but here, once again, stimulating it at the consumer level—

Mr. Sweeney: This is really what I was trying to get at. As a matter of fact, one of the things that prompted me to ask the question was the recent innovation by your ministry with respect to Wintario tickets and Canadian-published materials. I think that was an innovative move. It obviously was an initiative, a stimulation, to get Canadians to buy Canadian publications. I don't know how successful it was, but I thought the idea was good.

In talking to some of the smaller publishers they quite clearly say, "Unless there is some stimulation provided, we simply can't afford to publish in the present market." I don't know who else such stimulation can come from except from your ministry. I'm coming back full circle again. This whole business about the Ministry of Culture and Recreation having that kind of influence on our society can't be underestimated.

Hon. Mr. Welch: I think that's been recognized to the extent that this program is in force and what you're really encouraging us to do is more of the same.

Mr. Sweeney: Yes. As a matter of fact, I know we're coming to Wintario later on, but while we happen to be on this issue—this is a specific issue—would it be worthwhile for your ministry to give some further consideration to that kind of stimulation? It's obviously culture and it's an excellent use of money.

Hon. Mr. Welch: In the program to which you're making reference, which is the Half-Back program, there were no restrictions as to English or French texts.

Mr. Sweeney: No, I was just using that as one way that your ministry made a move to stimulate.

Hon. Mr. Welch: Certainly the Canadian books program of Wintario is an on-going one for libraries to be encouraged to do this. We're providing some special resources this year to some of the libraries to increase some of their resources in the French language in those areas in which the population would justify it. I don't doubt that there are a number of other matters to which we should address our attention.

Mr. Deslauriers: The problem is the market and I think we've also got to convince at least Franco-Ontarians that the books are

there. It was a revelation for them to see 5,000 French-Canadian books in the whole display. They always thought a French book had to come from France and I think now the Quebec government, with the help of the commission, is trying to push its books throughout Ontario. I think the more Franco-Ontarians, at least the librarians, are aware that the books are available, the more Canadian books they will buy from these sources. It's a long process.

Mr. Sweeney: Thank you. Just one last question: Could the minister describe very briefly for me exactly in which ways he and the Minister of Colleges and Universities (Mr. Parrott) do co-ordinate their efforts with respect to Franco-Ontarian affairs?

Hon. Mr. Welch: Of course, Mr. Deslauriers' mandate now is broader than just these two ministries. He has government-wide responsibilities in this regard and he is now to be available to all ministries for consultation regarding French-language services. It just happens that Mr. Deslauriers' vote is here, but he has government-wide responsibilities; so for co-ordination in so far as French-language services in the government are concerned, the reporting body would be the cabinet. All ministers, in fact, have the advantage of the services of this council.

Mr. Deslauriers: From my point of view, Mr. Minister, when we deal with Colleges and Universities we deal with Dr. Parrott, the Minister of Colleges and Universities. At this time we're discussing with him the problem with the new French courses in the CAATs, new courses being given in universities and in colleges, and the granting of new funds; and also adequate funding for French-language services in these areas. So in these areas we deal with the Ministry of Colleges and Universities.

When it comes to cultural exchanges or cultural services that Franco-Ontarians want or want to be increased, we deal with the hon. Minister of Culture and Recreation. So our council deals ministry by ministry. For example, on Thursday I have got to go and see about French-language services in the prisons, so that's another kettle of fish. We deal ministry by ministry.

Mr. Sweeney: The reason I raised it is because those two ministries were specifically mentioned in this vote and I thought maybe there was a special relationship there.

Hon. Mr. Welch: That really should have been amended to reflect a government decision of some weeks ago, whereby the amendment broadened the mandate of the advisory council. The council's advice was to

be available to all ministers for consultation. The co-ordination, so to speak, would be at the cabinet level, whereas the day-to-day work of the advisory council is in dealing with ministries as those problems come up.

Mr. Sweeney: So there is no specific particular relationship between the two ministries?

Hon. Mr. Welch: Not on this.

Item 1 agreed to.

On item 2, community development of native peoples:

Mr. Chairman: Mr. McClellan, Bellwoods.

Mr. Kerrio: Are you going to change the format now?

Mr. Chairman: Oh, no. I'm sorry, did you have some comments? I didn't see your hand.

Mr. Kerrio.

Mr. Kerrio: Are we supposed to?

Mr. Chairman: Mr. McClellan had his hand up.

Mr. Kerrio: I have been listening to that socialist group go long enough, now come on.

Mr. Chairman: Continue, Mr. Kerrio.

Mr. Kerrio: Thank you very much. Mr. Minister, in this vote, I go back to last year's estimates because I think there is a story that kind of follows in this particular secretariat, the Indian community secretariat. That is, that in the transfer payments there was quite a large sum returned the year before last, something in the neighbourhood of \$489,000, in direct operating costs and transfer payments, and it seems that the current estimates show that transfer payments to the Indian community secretariat have been cut back by \$50,000 this year.

I wanted to bring that particular figure into being because, now this is three years and running, while the sum has varied it seems to be of steady decline in these transfer payments over the past three years. When comparing the estimates the 1977-78 transfer payments were reduced by \$363,700 over 1976-77. Meanwhile, the secretariat's direct operating expenditures have increased by \$103,000 over last year. This is my concern, Mr. Minister. It is the function of this agency to provide its own welfare to encourage native enterprises with funding that can at least match the increase across the board in the ministry. As I said before, it is a three-year sort of standard that has been set and while the sums differ, in every instance it has seen the transfer payments go down there and nearly every other portion—salaries, wages, employees' benefits, transportation, everything else you might mention—being

up considerably. I am really concerned about that. I've only got a couple of questions in this area so I might as well carry through and I think it might expedite things a little better. That would also bring into focus the relationship of community people employed by the secretariat. It seems that there are 11 people employed by the Indian community secretariat, seven being front-line workers in the field offices, four clerical and of these, three of them are part-time.

You can see my concern—that native people involved in that particular ministry are of prime concern. Even though it may seem a little far removed from this kind of thinking, I may as well bring into focus my final concern and I think you will relate to it in the same way, and that has to do with what's happening at the Ogoki Wilderness Lodge.

I am wondering if it is going to open this spring, as it was promised, what the projections are and what we can expect. One comment I would like to make—and I would like you to prove the validity of it or disprove it, whichever—is that the native people of Collins have been led to expect that the Ogoki project will provide a training ground for studies in resort management.

What I wonder about is, will they really learn anything about management or will they learn that the government really poorly managed this project and caused a lot of the criticism to fall back on the Indians themselves rather than the ministry?

[5:30]

While this seems a little unrelated to the first two, it still applies to my concerns about what is happening in the secretariat as it relates to native people. Are we in fact probably not seeing to it that in accordance with the budgetary increases to the whole ministry a reasonable increase is in keeping here? Mr. Minister, maybe in those three areas you might relate your comments.

Hon. Mr. Welch: There have been some comparisons made over a couple of fiscal years, and I am going to ask Mr. Johnston, the deputy minister, to help rationalize those figures and to offer some comments in a general way with respect to those questions. Then we will get back to it in more detail.

Mr. R. D. Johnston: I can say a few words on each of the points and then Mr. McPhee might elaborate if you need more detail. Just so we are clear on the comparative budget figures, you are quite right that in the fiscal year 1976-77 we either over-budgeted or under-spent—any way you care to look at it. The fact of the matter is that

we found we didn't require all the funds we had because the transfer payments that are made to native groups are in response to community-developed initiatives, some of which they initiate—hopefully most of which they initiate—and some in which we may sow the seeds of the idea or they may come from elsewhere. In that year, we simply found we didn't require the full budget for transfer payments.

Since that time, however, we have slightly increased our budget under this item, both last year as against the previous year's actual expenditures, and again this year as against last year's expenditures. So the overall budget continues to increase slightly.

As far as the native staff situation goes, we have a number of very good and competent staff of native origin. I think it is fair to say that we would always like to have a few more; but I think what you have to realize is that we are competing for these people. I guess one of the successes that people at all levels of government feel they have had is to help community groups to develop their own resources and to stand on their own feet.

As an example of that, the Treaty No. 9 organization now has a staff of its own throughout northern Ontario, through their headquarters in Timmins, numbering in excess of 80. They have a large budget, probably larger than anything we have in the ICS. Many of the developing and competent people of native origin are going with those kinds of groups rather than coming with government. I think that's a healthy development. So, frankly, there is a supply and demand problem here. We will continue to get the people of native origin on our staff; we have hired more within the last year. But at the same time, we will lose them, too; they will go to work with the community groups or with the bands or with the federal government or with the treaty organizations. That's a healthy cross-fertilization of experience.

Finally, on Ogoki—again, I don't know how much detail you want. This was discussed both in the House and in this committee last December. I can tell you that since that time there have been several meetings between representatives of government, including Mr. Brunelle and the people who advise him. Within the last few weeks arrangements have been made with the agreement of the group that owns and operates this lodge to transfer the buildings and the equipment to them, and to lease the land to them on a long-term basis, so that the full responsibility for this operation is now with the people who want that responsibility.

As part of what we hope will be the final arrangement, the government has made certain commitments for some further funding, partly to cover some outstanding capital requirements and partly as operating funds to permit the lodge to operate this summer. There will be a decreasing but continuing amount of financial support both in 1979-80 and in 1980-81 that will be based on the success that the organization has in terms of occupancy in each of the preceding seasons.

Mr. Kerrio: In that one area of Ogoki—just to read back from the record of last year's estimates—my concern is that we can get into a particular area and put the kind of funds in it that really won't make it self-sufficient from day one. What I would like to suggest to you is that the estimated cost of the original project, commissioned by the Ogoki River Guides was some \$675,000, but \$300,000 according to DREE planners; so you can see there was a conflict at the start.

In the complete analysis of 1976—and I wonder if there has been much more money pumped into it since then—we talked of \$1.2 million. I wonder how responsible we are being? When we are talking about a wilderness lodge—and we certainly want to have the native people doing what comes natural to them and keep them in their own environment—wouldn't we be better to really keep these kind of investments in the wilderness decor and development such that we could put in, possibly, for the kind of moneys we are talking about here, instead of one, maybe two, three or four? I am presuming that they couldn't fund these things themselves and that as soon as we get involved there can't be any fiscal responsibility at all. When we look at it in terms of the kind of money that is injected into that particular lodge it would just be financially impossible to meet any kind of rural commitment to a real proposition that would be able to pay back the investment. Are we being realistic when we do these sorts of things?

Hon. Mr. Welch: I think the realism comes from the fact that for whatever purposes the lodge is there. I understand it is a very attractive lodge, I haven't been there personally—my deputy has, and others may have been there.

Mr. Kerrio: Mr. Minister, I don't want to interrupt, but I'll leave this thought with you; you can answer it all in the same breath. What about the people who would be able to avail themselves of the facilities at the lodge?

Hon. Mr. Welch: There is a very attractive brochure that has been put out by the corpo-

ration. I would be glad to send you one. I think the lodge accommodates about 30 people. I want to be very clear here that I am sharing the information which we now have because of our involvement in the very late stages. As you know, as far as this government is concerned, our contribution flows through ARDA, the Agricultural Rehabilitation and Development Administration, which is administered by my colleague the Minister of Agriculture and Food (Mr. W. Newman); and the federal money, which is very substantial in this, comes under the DREE agreement.

So the capital funds, to whatever extent—and I have no reason to dispute these figures—are certainly there; and, as a ministry with some particular interest in the development of the leadership capacity of our native people, we have been involved through our transfer payments in doing whatever we can to assist native people to acquire managerial skills and to be able to in fact be able to do some things to help themselves. We were called in from the standpoint of providing some funds to clean up one or two matters, and particularly to retain a management consultant firm to see whether or not we could be of some help to the corporation which is, in fact, involved with the two levels of government.

I am led to believe that what had influenced those ministries at that time for that project was the fact that there seemed to be a market—not confined just to this country, but in the United States with its large number of people—interested in this type of location for purposes of hunting and fishing. I am told it is a beautiful location. You have to fly in to get there. It was felt by those who had appraised it that this indeed had a great potential. Certainly on the basis of whatever information I have at the moment, it would appear to have a great future providing it is publicized and made known and managed properly. Certainly, because of our involvement, and with the help of other information which we have, we are attempting to assist the native people involved at that location in making it work.

It's to all our advantages now. That's why I go back to the reality that there is now a tremendous investment of public funds in the lodge and certainly everything is there to meet the needs of those who have that particular interest. Certainly, the promotion is directed to this season, there's no question about that, and a number of ministries have been working together, of which we're one; along with Agriculture and Food because of their involvement in ARDA and Industry

and Tourism, Northern Affairs and Natural Resources. We've all been working together attempting to be as helpful as we can to the board.

Mr. Kerrio: Mr. Minister, I'm not without experience in these lines. I hunt on James Bay, and I have done so, with my eldest son, for a good number of years. We go into an environment with the Cree Indians where they make their camp the way they have for probably thousands of years. Exposure to that sort of culture that they have—for we people who enjoy partaking of the kind of rapport that exists between us—is very valid and important to me. When I see \$1.2 million invested in a lodge—and I pose the two questions, I think, validly—I wonder to what degree there is really that environment which existed with the Indian culture; and number two, if there's any realism at all to the viability of the investment being repaid?

Hon. Mr. Welch: I can't comment. I can only assume that those who had to bring certain value judgements and make certain judgement calls prior to even getting involved in the project must have detected some support for it or else we wouldn't have it. Certainly on the basis of the management study there is no question; and Mr. McPhee can help here with respect to its viability.

Mr. Kerrio: Have you an idea of the fees? What you might be expecting in the way of return on investment?

Mr. McPhee: With reference to the consulting study, they called for the lodge to be in the black in three to five years.

Mr. Kerrio: In three to five years?

Mr. McPhee: In terms of operating; not capital.

Mr. Kerrio: Have you any idea about the return on capital investment?

Mr. McPhee: No, I haven't.

Mr. Kerrio: Do you have any idea of the fee structure?

Mr. McPhee: Yes. I'm going from memory now, but I do believe somewhere around \$800 a week on—what is it, American plan?—which is a package including fly-in transportation.

Mr. Kerrio: That sure isn't going to see the average citizen up there, is it?

Mr. McPhee: It wasn't our concept.

Mr. Kerrio: No, I appreciate that.

Mr. McPhee: First of all, the concept was the concept of the Ogoki River Guides, and the management of that group are not inexperienced businessmen. They've run very successful businesses in that area and, as I say, this was their concept and it was realized

through ARDA-DREE. Our ministry, I think, funded the consulting study by Dunwoody and Associates Ltd. and the Houston group on the tourist end of it; and it is favourable.

Hon. Mr. Welch: These are our off-season rates as well.

Mr. Kerrio: I wonder if you'd send that to me. I won't ask for it before we finish tomorrow afternoon. Thank you very much, Mr. Minister.

Mr. R. D. Johnston: I just wanted to add one other point on the Ogoki Lodge, and that is that the objective of this lodge is to provide employment, and more particularly managerial experience for native people who don't have much opportunity for that.

Mr. Kerrio: We're teaching them to manage the way we run things and that's bad.

Mr. R. D. Johnston: It can have and has already had a significant social and economic effect on the small community of Collins. We have seen studies that show that by comparing the environment in that community four years ago with what it is now. After having had three years of a large commitment by the majority in that community in its project, welfare payments in that area have been practically eliminated, social problems that could easily be identified, such as alcoholism, have been drastically reduced.

[5:45]

This project has had a significant effect, that we could give you more details on, on the health of that community. We hope, obviously, and I am sure it is the intention of the directors and operators of this lodge, that that effect will continue on Collins.

Mr. McClellan: Thank you, Mr. Chairman. I don't intend to take too much time but I did want to make a couple—three minutes my colleague says; your briefing book is not particularly helpful, if I can say that, Mr. Minister. Have a look at the Ministry of Community and Social Services' briefing book, the blue book they produce. It really gives a critic or a back-bencher some idea of what the ministry does. Yours is full of rhetoric but nothing else; and I just suggest that you make a comparison between the Community and Social Services blue book and briefing book for estimates, and your own. I think you'd be surprised.

Hon. Mr. Welch: That was done in a rush.

Mr. McClellan: I understand that, but it's the same as it was last year when it wasn't done in a rush.

Hon. Mr. Welch: It's got a different cover.

Mr. McClellan: Just make the comparison.

Mr. Grande: And you've got the ministry plan this time.

Mr. McClellan: If a rinky-dink outfit like Community and Social Services can produce a decent briefing book, you must be able to.

Hon. Mr. Welch: Actually we are spending most of our time looking after the people of the province.

Mr. McClellan: Well it would be nice to tell the members too, wouldn't it, in an adequate way, what it is you do?

Hon. Mr. Welch: Some of you are part of that.

Mr. McClellan: I wanted to ask you the status of the mysterious review of the secretariat; so far nothing has been produced, I understand.

Hon. Mr. Welch: Oh yes! Oh my word; I am glad you asked.

Mr. McClellan: Good. Have you got some documents? We don't have to belabour it, if you do have some documents.

Hon. Mr. Welch: There is a report. The study that we were referring to last year is now public. We've sent it to the native leaders. There is a tremendous amount—

Mr. McClellan: Was it sent to the members?

Hon. Mr. Welch: I don't know that.

Mr. McClellan: Without belabouring it, because of the time constraints if you could just make all that material available.

Hon. Mr. Welch: Fine. In fact, so that we don't lose it, I hope that you will feel free to comment on it after you get this material. I thought that you had it, but if you haven't got it I'll provide it for you.

Mr. McClellan: When was it produced, or when was it distributed?

Hon. Mr. Welch: Just within the last week or so as far as being made public is concerned.

Mr. McClellan: Yes, that's what I thought.

Hon. Mr. Welch: About a week ago to the Indian leadership; and then we've been working away. I have had a number of meetings and there are a number coming up.

Mr. McClellan: It's unfortunate that it wasn't made available to us prior to this debate—

Hon. Mr. Welch: I will be glad to see that is done.

Mr. McClellan: —which I am sure was inadvertent.

Hon. Mr. Welch: Yes, it is. So busy preparing the blue book.

Mr. McClellan: You could have taken another three minutes, for a total of five.

Can I ask you about the research capability that you are proposing be added to the secretariat? What do you want to research?

Hon. Mr. Welch: Perhaps you can speak to that, Mr. McPhee.

Mr. McPhee: Mr. Chairman, I assume the member is referring to a recommendation in the Smith-Auld report.

Mr. McClellan: No, actually I am referring to page 31 of your briefing book.

Mr. McPhee: Of the blue book?

Mr. McClellan: Where your program objectives 1978-79 includes "to develop," the second point, "develop a research capability."

Hon. Mr. Welch: This book he says was full of rhetoric.

Mr. McClellan: Well it doesn't say what—

Hon. Mr. Welch: He is making some specific reference now.

Mr. McClellan: Precisely my point, I shouldn't have to ask this.

Mr. McPhee: That is in the context of the total review of the secretariat, and what we have done is sent to the native leadership a position paper on the branch and how it might be organized and the Smith-Auld report. Included is a proposal that the research or information capacity of the branch be improved. It's as simple as that.

Mr. McClellan: Research in aid of what? Research in aid of assessing development projects or—

Mr. McPhee: Yes, that is certainly a part of it; an inventory of what has been done; an inventory of the successes and the failures in, for example employment related projects; an information bank. We should know what is going on in the southwestern United States, for example, in terms of experiments in native independence. If one sees both native people and government as a client of the secretariat, we think that the secretariat's role to government must be to provide more sophisticated information. It must possess the capacity to pass on comprehensive and hard information.

Mr. McClellan: Since it is listed as a program objective, does this mean that you would hope to establish a research facility within the secretariat; or would that mean that you would make money available to contract out the research function? What does that mean in terms of this year's budget and this year's program?

Mr. McPhee: It certainly is a fairly modest proposal, and at the present time it means, in

the recruiting of a current vacancy, we are attempting to find a person who has some skills in that direction. It does not mean the setting up of a full-fledged research capacity but certainly a person who would monitor available research.

Mr. McClellan: That's all? That's it?

Mr. McPhee: Well, again, what we could do is go into the report itself and this ministry's position paper if you want me to answer it more fully.

Mr. McClellan: I am disappointed. I had hoped that what you were doing was what Mr. McPhee originally indicated ought to be done, and which I would support very strongly; but that's not the same thing as filling one vacant position with a research guy, with respect. I suppose you are strapped financially, but I think it's a useful direction to move in, not in a token kind of way or not to put in a little blurb in your briefing book as though you were making a major initiative into research and data banking.

Mr. McPhee: Well, if I may; it's a part of the program objectives that are being put before the native leadership, and it is a beginning. I might also add that a similar step was taken in the policy planning branch, which recently recruited someone with experience and competence in this particular area. So yes, it's a modest beginning to a direction, both in the ministry and the branch, to increase our capacity in this whole area of native-related research.

Mr. McClellan: My sense is again, Mr. Chairman, that the real work takes place in other ministries not in this ministry; I suppose that's just the reality. I am pleased to note the development of grants criteria, particularly since you have, I suppose, given away something in the order of \$10 million over the last decade—

Hon. Mr. Welch: We needed a bit of experience first before we—

Mr. McClellan: —in the absence of any grants criteria but one always—

Mr. Grande: Ten million dollars later.

Mr. McClellan: One always applauds sanity whenever one encounters it, no matter how rarely.

Finally, the question of northwestern Ontario, what's the staff complement now in the northwestern Ontario office?

Hon. Mr. Welch: Mr. McPhee, could you give us that breakdown?

Mr. McPhee: Did you say northwestern?

Mr. McClellan: I said northwestern.

Mr. McPhee: The offices in northwestern Ontario begin at Thunder Bay, with two people. Geraldton, Dryden, Red Lake, Fort Frances and Kenora each have one. These are the professional community development officers.

Mr. McClellan: All those positions are filled to this point.

Mr. McPhee: Yes, they are.

Mr. McClellan: How long has the Kenora office been filled?

Hon. Mr. Welch: How long has the Kenora office been open?

Mr. McClellan: No, filled.

Mr. McPhee: Mr. Sam Wesley of Moosenee filled that beginning January 23.

Mr. McClellan: Do you have anything to report by way of progress with respect to development assistance for Grassy Narrows and Whitedog? Have you got anything that you can bring us up to date on?

Mr. McPhee: In terms of what was carried out there this year?

Mr. McClellan: Or is projected for the immediate future?

Hon. Mr. Welch: Perhaps just before this response comes, I might take this opportunity to introduce Fred Boden, who has succeeded to the job of director of the Indian community secretariat, which was a position not filled when we were last discussing these estimates. We welcome Mr. Boden to his new tasks; he has certainly been very much involved in matters of organization and review.

Mr. Boden: I would like to answer in terms of the new initiative and something that's made the media recently, and that is the Kenora District Camping Association and its negotiations with the Ministry of Northern Affairs and our ministry to provide jobs for 100 native people in the camping industry this summer. Those negotiations are happening daily.

I think the impact we are trying to place on that is that it isn't just a one-year-only kind of effort; that we will work with the camping directors, who will be subsidized by the government in training these individuals in the first year not to look at that as just some kind of money to help them meet their own overhead, but as a real training program so that in the next few years these people will be full-time employees and the government can move out.

Mr. McClellan: Is that it?

Mr. Boden: We have nine grants from other years. Do you want—

Mr. McClellan: Maybe you could make those available to me; I am just conscious of time.

Mr. Chairman: Could you make those available, Mr. Boden?

Mr. Boden: By all means.

Mr. McClellan: I'll try to wrap up. I'd be grateful to receive that material, if I could, and have a chance to review it. We did have some discussion in December, which isn't very long ago, but I continue to feel it would be more useful to move this secretariat function to the minister who has cabinet responsibility for native people. It continues not to make sense to me that it is stuck in here, yet Mr. Brunelle has a special kind of responsibility within the cabinet and, I think, doesn't have the wherewithal to fulfill those responsibilities.

I think it serves simply to diffuse the effort, minimal as that effort is from my perspective. It still is diffused and rendered less effective than it could be if it were located in a ministry that had virtually no other function, or relatively few other functions, and secondly, if it wasn't within the already onerous responsibilities of the government House leader. No matter how hard a man works and how much energy he has, it is limited; no matter how hard he works and how effectively he works, it is still limited. I don't think this is something that should continue to be given second- or third- or fourth-rate attention just by virtue of other pressures.

Basically, the arguments are very compelling to move this to the minister who has special cabinet responsibility for native people. I would hope the efforts of this ministry can take place within the context of an overall government initiative, rather than the kind of ad hoc-ery we have seen for the last 10 years.

Hon. Mr. Welch: I just want to make one comment on that quickly, and that is that the report—and you will be getting a copy of this—addresses itself to that question, too. We certainly had hoped when it went into the Indian community secretariat that they might take a look at where it should be. It is of some interest to note that they thought it should stay where it is as an independent body, for reasons which they share with you in the report. So once you get it and have had a chance to look at this report I would appreciate your comments.

Mr. Sweeney: One question, Mr. Chairman: Does this secretariat have anything to do with the James Bay Community Resource Centre?

Hon. Mr. Welch: Not as a responsibility of its own, unless there are some programs that

may be carried out there that it would deal with.

Mr. Sweeney: Is there any connection at all?

Mr. McPhee: Only as a client; it may have received a grant for a specific project—I think in another area, libraries, I believe.

[6:00]

Mr. McClellan: It has historical connections.

Mr. McPhee: Historical implications, I suppose.

Item 2 agreed to.

Item 3 agreed to.

Vote 2904 agreed to.

On vote 2905:

Mr. Chairman: I understood the committee felt at the beginning that perhaps we should carry this vote by six o'clock. I am in the hands of the committee. What do you wish to do?

Mr. Grande: Mr. Chairman, I don't think we'll be able to do it. We have two minutes. If I may take this opportunity, I said the other day to the minister I would give notice that I would want some letters or memoranda of understanding between private clubs and other kinds of Wintario grants and we can discuss it tomorrow. So if I may, on top of the Greenhills Funland, I would require the Stoney Lake Yacht Club.

Hon. Mr. Welch: This is for Wintario?

Mr. Grande: Yes.

Hon. Mr. Welch: It may be of some assistance to staff if in fact we had some indication now—it would just take a minute—so that they would have the files here.

Mr. Grande: I would require Greenhills Funland; Stoney Lake Yacht Club; North York Tennis Association Winter Club; Circle V Flying Club; Alumette Flying Club; Alexandria Aviation, and I would like to know in particular why the grant was not given to that particular club; Rideau Squash and Tennis Club, and I would like to have the information here regarding the writ that was issued to go to court to get that money back, the \$23,353; Saturday Night magazine; Toronto Workshop Productions.

Hon. Mr. Welch: I don't know what the nature of that one was.

Mr. Grande: It was to receive a grant of \$71,150 to share in the cost of an audience development campaign. Unicorn Publishing in Toronto to produce a magazine circulation development campaign. I suppose that will do for tomorrow.

Hon. Mr. Welch: For the first half-hour anyway.

Mr. Chairman: I gather the committee does have some comments with respect to vote 2905, so we will hold that one.

I point out to the committee we have four votes to go—2905, 2906, 2907 and 2908. We have a total of two hours and 20 minutes left. Can the committee come to some resolution as to how we divide our time with respect to those four votes? I think it rather important that some time be allocated to each vote because they do involve in the millions of dollars. Can the committee resolve that? Can we agree, for instance, to deal with the first vote, 2905, within a certain time frame—30 minutes?

Mr. Kerrio: Could we allocate time within that structure for each party? Is that reasonable?

Mr. Chairman: Yes, we could do that. Up until today, not counting today, the Liberals consumed 145 minutes, the NDP 215. We will have to tell you the time today. If the committee would agree to 30 minutes for the first, can 2906, that is the sports and fitness program, be dealt with within a 30-minute period?

Mr. Kerrio: Is that a reasonable apportioning between the parties, less the minister's time? Is that agreed?

Mr. Chairman: Let's try it for 30 minutes and then we can always have some flexibility more or less.

Mr. Grande: Mr. Chairman, if I may; my concern is that there are some votes on which I would have nothing to say and I would pass them. There are some votes that it just might take more than half an hour; particularly the vote on Wintario, particularly the vote on sports and fitness, and the next vote coming up.

Mr. Sweeney: That's three out of four.

Mr. Grande: I am suggesting to you that there is one particular vote on which I would not be spending any time, so if we devote half an hour to it, at least as far as I'm concerned it would be a waste of time.

Mr. Chairman: I think these are just general guidelines so we can operate within some kind of time frame. I presume you're speaking of vote 2907, the capital support program—

Mr. Grande: That's correct.

Mr. Chairman: —where you wouldn't have any comments. But if we can get it down, perhaps if we allocate 30 minutes to 2906; and perhaps 10 minutes to vote 2907, the

capital support program; and then the balance to Wintario. Would that be a fair allocation? Would the committee agree, roughly, with that?

Mr. Kerrio: We agreed that we're going to divide the time within the votes.

Mr. Chairman: Yes, I think that would be appropriate.

Mr. Kerrio: On that basis, you have our concurrence.

Mr. Chairman: Does the committee have any questions on library services? The deputy

wants to know whether or not the staff should come.

Mr. Kerrio: Yes.

Mr. Chairman: I gather there are some.

Mr. Bradley: Just speaking for myself, my questions will be on the level of funding, the grant.

Mr. R. D. Johnston: To libraries?

Mr. Bradley: Yes, to libraries.

Mr. R. D. Johnston: Okay.

The committee adjourned at 6:07 p.m.

CONTENTS

Monday, April 3, 1978

Arts support program	S-107
Cultural development and institutions	S-107
Ontario Science Centre	S-108
Citizenship and multicultural support program	S-110
Citizenship development	S-110
Community development for native peoples	S-128
Libraries and community information program	S-134
Library services	S-134
Adjournment	S-135

SPEAKERS IN THIS ISSUE

Gaunt, M.; Chairman (Huron-Bruce L)

Grande, A. (Oakwood NDP)

Kerrio, V. (Niagara Falls L)

McClellan, R. (Bellwoods NDP)

Samis, G. (Cornwall NDP)

Sweeney, J. (Kitchener-Wilmot L)

Welch, Hon. R.; Minister of Culture and Recreation, Deputy Premier (Brock PC)

From the Ministry of Culture and Recreation:

Anderson, P., Deputy Director-General, Ontario Science Centre.

Boden, F., Director, Indian Community Secretariat.

Butterworth, B., Orientation Unit, Citizenship Branch.

Deslauriers, O., Chairman, Council for Franco-Ontarian Affairs.

Johnston, R. D., Deputy Minister.

McPhee, R., Executive Director, Citizenship and Multiculturalism Division.



Government
Publications

No. S-5

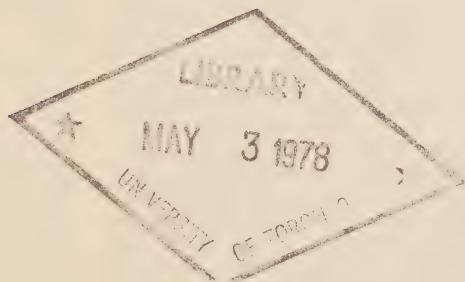
Legis. Ass.

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Culture and Recreation



Second Session, 31st Parliament

Tuesday, April 4, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

TUESDAY, APRIL 4, 1978

The committee met at 3:30 p.m.

ESTIMATES, MINISTRY OF CULTURE AND RECREATION (concluded)

On vote 2905, libraries and community information program; item 1, library services:

Mr. Chairman: The committee indicated last night that approximately 30 minutes could be allocated to this vote.

Hon. Mr. Welch: Now, Mr. Roedde, would you like to come up here, please? Mr. McCullough is in the wings there, following the marriage of Figaro. We're joined today by my parliamentary assistant, Mr. Pope, who is fresh from a vacation and, of course, if the minister blanches, he'll move in. Also, Mr. Chairman, if anyone wants to go to Ogoki Wilderness Lodge, we have pamphlets here now, describing all the information necessary, including the rates. No, the rates aren't there.

Mr. Kerrio: The rates would burn a hole in the pamphlet.

Mr. Chairman: Mr. Bradley, you had indicated that you had some remarks on this vote.

Mr. Bradley: Yes. The question is in regard to the freezing of grants to public libraries for 1978 at the 1977 level. I am looking at the ramifications of that policy on public libraries across the province. Recognizing that the province has provided this funding and has, from time to time, made adjustments in the level of granting—I believe it's now \$1.80 per capita—if this does not happen on a yearly basis, taking into consideration at least partly the inflationary costs of libraries, then it means that the individual municipalities across the province which support the public libraries through their property tax dollars will be asked to bear an increasing load. At a time when the Edmonton commitment is being redefined and municipalities are not receiving—I won't say their just share, because that would get us into an argument—what they, perhaps, anticipated they would be getting in this particular capital year, the result is that they are going to either tell libraries that they must cut back services or they are going to have to assume the additional costs that might have been

assumed by the province had it increased the grant by, perhaps, for instance five per cent. The per capita grant then would benefit mostly those communities where there is a substantial population increase, and those communities which are not growing in terms of population would not be the recipients of increased grants. I suppose you could say, on the other hand, they may not need them.

There are a number of new libraries across the province—the Niagara Falls library, the St. Catharines library, for instance—and their costs have, of course, increased tremendously because when you have a new facility the usage of those libraries tends to increase. The predications have certainly been reached.

Also libraries in 1978, as compared perhaps to 10 years ago, are asked to provide services over and above just exchanging books. They are educational, informational, recreational and cultural centres now, as opposed to what they might have been in the past.

I would ask the minister, and try to get a comment from the ministry, whether this is a final decision, that these per capita grants will be frozen at the 1977 level; and, if it is, what the justification is. I recognize that we're still talking about this year's estimates—but what might the projections be for next year in terms of an increase?

Hon. Mr. Welch: Mr. Chairman, my colleague, the member for St. Catharines, who shares that great area as far as representation is concerned, speaks with some concern about this issue. He is a member of the St. Catharines city council and a member of the library board in St. Catharines. Obviously, he appreciates the role of the library in the community. The St. Catharines library board has also written to me expressing some concerns about this. Certainly, nothing would please me better than to be able to provide increases all over the place with respect to the responsibilities which are mine. I would point out, however, that this figure of \$22 million, which was in last year's estimates, in itself represented a 10 per cent increase from the preceding fiscal year. Would that be about right, Mr. Roedde, as to a percentage increase from 1976-77 to 1977-78?

Mr. Roedde: Yes. Actually, the \$22 million is an increase of over 11 per cent on the previous year. This year, of course, it is the same amount.

Hon. Mr. Welch: So there was a fairly substantial increase. It is not as if we had been abandoning our responsibilities with respect to the libraries. And indeed, I don't recall the hon. member for St. Catharines rushing down here when these estimates were being discussed in September to commend the minister for the 11 per cent increase that those estimates represented as far as libraries were concerned, although we notice his punctuality here today when indeed nothing has happened this fiscal year compared to last. However, that is part of the give and take in this whole relationship. Many people were very pleased with that recognition of the importance of the library.

Secondly, it is a conditional grant. I haven't been persuaded yet that it should be de-conditionalized either. I would like to see the transfer payment to the municipalities earmarked for the library.

This isn't the only support this ministry gives to the libraries. Wintario and the acquisition of books and Canadian materials, in so far as this is concerned, have all been a boost to the library program and really have been an addition. Certainly I think it was felt under the circumstances that, because of the fairly substantial increase which last year's estimates represented and because of some pressures that were coming in some other areas—not the least of which was the community recreation centres grant money and some other things—we would have to hold the line this year in so far as the transfer payments to the libraries are concerned. And I don't hide the fact that I would have been just as delighted to be responsible for passing on an increase.

I don't think we should overlook the fact that there was a very substantial increase last year, nor should we overlook the money which is available to the library system because of Wintario. The St. Catharines public library, in addition to taking advantage of the Wintario program—quite properly in so far as books and others Canadian materials were concerned—and thanks to the energetic leadership in that great city—was able to plug into the Wintario capital account and match every dollar that was raised locally because of what happened; certain things were made possible in that structure, also because of Wintario, which is something that shouldn't be overlooked in this exchange.

Mr. Bradley: When you make these grants to the municipalities, and you announce an

increase, as you have from time to time, the tendency in the past has been for municipal councils, even though they have struck their budget, to then subtract the increase that you give from what they had allocated for library services. Is there any mechanism that can be developed to avoid that situation or is it indeed, a healthy situation?

Hon. Mr. Welch: I don't think it is a healthy situation at all. However that is a decision which has to be taken at the local level and therefore responsibility for it is at the local level. Wherever that has come to my attention I have regretted it. My idea behind the conditional grant and to improve the library grants is that it be passed on to the library. There is not much point in going through all of the effort that has to be undertaken to improve these grants, only to find the municipality using it as an opportunity to reduce their involvement in the library.

I attach a very high priority to library services. I think the library people themselves feel they have an interesting new home in this ministry. Although, if I were the library board in St. Catharines, I would still write hoping that we would take note of the fact that the board is getting the same this year as it got last year. On the other hand, I would hope that whatever they get in no way detracts from the responsibility of the municipality, although I have no information that municipalities like St. Catharines are in fact doing that.

There was a municipality not far from St. Catharines that did that a couple of years ago. I think Hamilton tried to do that, didn't they? They said, "Well, since you have the increase, you don't need as much from us," and then the library board is no further ahead.

Mr. Roedde, are there many examples of the municipality decreasing its involvement because of the increased financial involvement of the province?

Mr. Roedde: It is very difficult to prove whether a municipal council reduces the amount because of Wintario or because of any other revenue or because of other factors we don't know about.

I think where there has been a substantial increase in the provincial grant, our statistics indicate that the municipal councils tend to sit back to some extent with very moderate or non-existent increases. Where the provincial grant increase is minimal, the municipal councils come across with more funds to contribute to the public library service. It is very difficult to indicate exactly which factors are taken into consideration in these budget savings in various municipalities.

Mr. Bradley: I think Mr. Roedde is probably being kind to the municipalities, because I think there have been examples, and whether it is done directly and on purpose and above the board is perhaps difficult to prove. I think in many cases this does happen.

I realize it's a tricky area, because you don't want to be in a situation of dictating to municipalities, but since you feel strongly about the fact that these grants should be specifically for library purposes perhaps your ministry could give some consideration to—I won't say a strongly worded but a clearly worded communication to municipalities indicating the purpose of that particular grant in the hope that it would not be used to decrease the budget. I know it's something that has to be considered very carefully in the light of the fact municipalities can become touchy about being dictated to by provincial ministries.

Hon. Mr. Welch: Unless I had some evidence that there was widespread violation of the understanding, I doubt that we would go to that extent. Of course, it is aggravated by the fact that in some municipalities there is some feeling as to whether there should be separate library boards or whether boards should be committees of council and all sorts of matters like this. The important thing is the provision of the library service. There is no question in my mind that they are one of the unsung hero groups in our municipalities when you think of the dedication of the trustees and librarians. I am delighted that you've raised these questions because it has provided us with an opportunity to pay some tribute to what's going on in this province as far as library services are concerned.

Mr. Grande: I have just one brief comment—not a comment actually, but a question. Regarding the Bowron report, at what stage is that? There was quite a lot of discussion between boards of trustees and associations of librarians, et cetera. Could you bring us up to date with perhaps three, four, or five minutes on the Bowron report and what is happening there?

Hon. Mr. Welch: Mr. Roedde, perhaps you might share some comment on that.

Mr. Roedde: Mr. Chairman, the discussion on the Bowron report is continuing. The Association of Municipalities of Ontario presented a brief last year. The municipal liaison committee last year supported that brief. The Ontario Provincial Library Council presented a brief to the minister last July. I would say that there isn't a clear consensus on the Bowron report but some aspects of it have general agreement, such as his emphasis on the importance of library service in northern

Ontario to underserved individuals and francophone library service. We have responded in a number of instances.

The grants to the regional library systems in northern Ontario were increased last year by over 30 per cent. There have been a number of special grant projects, such as francophone library development. A recent one that the minister announced was for \$50,000 for a project of improving library service to native people, which will be developed in co-operation with Grand Council Treaty No. 9. These are all aspects that Bowron touched on, but his main recommendation was for restructuring of library service so that responsibility was at the upper tier of county and regional library government. The regional libraries were to be reorganized into seven federations in line with the Ministry of Culture and Recreation regional offices.

It is these recommendations that are difficult and don't have a large degree of support in the library community, although they have some measure of support in the municipal area, among the municipal associations. Because there isn't a great deal of consensus, these major restructuring recommendations are continuing to be studied and discussed.

[3:45]

I wouldn't say it was active discussion in the provincial library council, but hardly a week goes by that I don't have some discussion with someone about, for example, the regional library systems and the fact that their boundaries are not the same as the ministry boundaries. For instance, Mr. Peter Moore, the director of the field services branch, will be meeting with the library council later this week.

Although one might argue that there are no great difficulties in having the library organization different from the ministry organization, it might possibly come up in discussion because it is sometimes a point of confusion, the fact that our midwestern regional library, for example, is in parts of two or three ministry regions. This is something that Bowron recommended would be clarified by having the two regions exactly the same. The process of change is a difficult one, and no one is exactly eager to say, "Yes, let's do it."

Mr. Grande: The other point I had, Mr. Chairman, was in relation to the libraries becoming part of the municipal council, et cetera, and I am satisfied that the minister is not moving in that direction and that is consistent with what he said last time. That's it for me, thank you.

Mr. B. Newman: Mr. Chairman, I wanted to ask of the minister, how are the grants for libraries decided upon? Are they on a per capita basis?

Hon. Mr. Welch: Yes. Local municipality library boards get \$1.80 per capita. It's on page 35 of the briefing book.

Mr. B. Newman: I don't have that book.

Hon. Mr. Welch: It's \$1.80 per capita for local municipal library boards, \$1.80 for Indian band libraries, \$1.80 per capita for county library boards and then the regional library system boards get money, depending on mileage, and so on, with a maximum. It is all done by formula.

Mr. B. Newman: Then the distribution of their funds is left entirely up to them; the spending of the funds received from you?

Hon. Mr. Welch: Yes.

Mr. B. Newman: I noticed an increasing number of requests for Wintario grants from libraries. Does not that indicate that \$1.80 formula is not sufficient?

Hon. Mr. Welch: I don't know that that follows necessarily, although I am sure, as the member for St. Catharines mentioned, the library boards always welcome more money and certainly they are subjected in their operations to the same pressures and same inflation. As it relates to libraries, of course, there are a number of criteria. As I mentioned in response to the member for St. Catharines, one of the many success stories of the Wintario program is the interest of the libraries from an operating point of view in the Canadian materials, Canadian books, the multicultural program as it relates to libraries, and so on. We find a number of library boards, regional boards, which have really taken advantage of the Wintario program. It has been an incentive to increase their inventory of these books and this material.

In addition, there is the capital program. Up to now there has been very little capital support as far as library construction is concerned, except as it would relate to the university capital aid corporation. Now we find libraries in some communities, with respect to either new buildings or improvements on existing structures, taking advantage of the capital program as well. We find in many municipalities very successful subscription campaigns to support the library.

Mr. B. Newman: That's all I wanted to know.

Item 1 agreed to.

On item 2, community information:

Mr. Kerrio: Are the OECA people here?

Hon. Mr. Welch: Yes. Shall we do community information first and then go into OECA?

Mr. Kerrio: We only have five minutes.

Hon. Mr. Welch: Do you want OECA first?

Mr. Kerrio: Yes. That's about all the time I've got.

Hon. Mr. Welch: Mr. Ide might assist you.

Mr. Kerrio: I've just got a couple of questions.

Hon. Mr. Welch: We wouldn't want OECA to think that this is just—

Mr. Kerrio: No, that's for sure, we have to get them on the record. You see how they react to the unfair advertising.

Hon. Mr. Welch: Do we allow them a commercial channel number?

Mr. Chairman: Any questions of Mr. Ide?

Mr. Kerrio: I have two questions relating to the Ontario Educational Communications Authority. I'm somewhat concerned—and I have been for a while—about how the authority relates to private sector broadcasting. Of course, I have to bring into focus some of the things that government seems to be able to do that the private sector does not or cannot. Maybe you, Mr. Ide, can make some kind of assessment of this kind of advertising; and it has to be at a substantial cost because I don't really see that kind of advertising from the private sector. In addition to advertising programming and such, we have another type of advertising—another full page in the *Globe and Mail* on December 3, 1977. This has to do with explaining where your money goes. It talked about zero-based budgeting and management and the taxpayer's dream. But if, in fact, there is any consideration related to zero-based budgeting—and I'm bringing into focus the relationship between the actual estimates of 1976-77 and 1977-78—it comes as a surprise to me that there was quite a substantial increase in the actual expenditure of 1976-77 as opposed to our estimates for this year—a difference of \$1.7 million.

In terms of some kind of assessment for the different departments, just a couple of votes ago we looked at some areas that were cut back and some areas that have rather significant increases, much beyond what you could consider inflation. My fellow caucus member here just talked about library services. I wonder if there really is, on your part, Mr. Minister, interdepartmental assessment of programs. If so, from your standpoint of management, how can we justify the kind of competition in which the private sector can't seem to participate but we, as taxpayers, can?

Hon. Mr. Welch: Perhaps Mr. Ide could fill us in. I don't know how sensitive this question of competition within the open sector is now. I know that a year or so ago there was discussion about this. The private broadcasters were expressing some concern, particularly in that area.

Mr. Kerrio: They might have resigned themselves to the fact that you can't fight city hall.

Hon. Mr. Welch: No, no. Perhaps, Mr. Ide, you might comment on it, because I think there are some relevant comments there that might help the hon. member for Niagara Falls get this in proper perspective.

Mr. Ide: There was a great deal of concern as you'll probably remember a couple of years ago from the private broadcasters and it arose particularly with relation to the program "Saturday Night at the Movies," which they felt was perhaps trespassing on their territory.

When we made our application before the CRTC for, I think it was, phase two—the stations in London, Chatham, Windsor and Kitchener—they intervened in the critical sense at a meeting we arranged. But since that time we've arranged to have meetings with the executive of the CCBA, which is the Central Canada Broadcasters Association, and we went over our schedule with them and in essence they felt that, taken as a whole, we were different, that our service was substantially different, and with some reservation about "Saturday Night at the Movies" they said that they really had no objection to what we were doing.

Mr. Kerrio: I watched movies like that in Britain—without the interruptions or commercials—and I saw the results of what happened over there. I just don't want to go too far down that road.

Mr. Ide: I don't really want to get into international comparisons.

Mr. Kerrio: They did it in Sweden. But I love to watch those programs without the interruption of commercials. I used to get a beer but I don't need that any more since Larry won't let us have fun drinking.

Mr. Ide: I guess the answer is that when we applied for the stations in Thunder Bay and Sault Ste. Marie and Sudbury they decided not to intervene. As a matter of fact, the only interventions on applications before the CRTC were interventions of support. I think we've had cordial relations with the private broadcasters since that time. Probably they would be happy to see any broadcasting organization that was drawing substantial audiences not already there, and yet at the

same time they recognize in all honesty that our service is different.

I might say something about TV Ontario. Mr. Grande commented in the background that we're not going to do it next year, that we're going to try to go to a self-sustaining magazine where people would subscribe to it rather than use TV Ontario. But I should point out to you that we were not charged advertising rates for this insert. In other words, it's not the same kind of rate that we would pay and that we do pay when we advertise in a regular fashion.

Interjection.

Mr. Ide: In other words, we provide the copy. It is considered the support material for the open sector programs we have. For example, when we showed the opera we devoted the whole issue to an explanation of what the opera was about. As a matter of fact, we got a very nice letter from the Lincoln Centre people who made the opera available to us, indicating their satisfaction with that kind of support.

Mr. Kerrio: I think that programming is great. It's programming that we normally wouldn't get to see.

Mr. Ide: Yes. I'm sure that the three papers, the Globe and Mail, the Ottawa Journal and the paper in Thunder Bay, would be reluctant to reveal their rates. They've asked us not to, if possible, but I think I could give you a total overall figure for the three papers and, therefore, you couldn't deduce what the rates are for any one. For space in the three newspapers for the year it was something in the neighbourhood of \$175,000; that's a double page supplement every week. I think you would recognize that that is very generous treatment by the press for that purpose.

Mr. B. Newman: What three papers?

Mr. Ide: The three papers are the Globe and Mail, the Ottawa Citizen and the paper in Thunder Bay—I'm not sure of the name of the paper. That is where I come from, as a matter of fact, and I don't know the name of the paper there now. When I was there it was Port Arthur and it was called the News Chronicle. I think it's a variation of that name at the present time.

We don't really see the large increases in the budget and probably this is because of the perspective we take on the figures. When we put together all of our grants from the province, I think the increase is somewhere about four per cent, and that is substantially below inflation.

Mr. Kerrio: The substantial increase was on the previous estimates.

Mr. Ide: I'm sorry, right, yes.

Mr. Kerrio: It was over 10 per cent, maybe 11 per cent.

[4:00]

Hon. Mr. Welch: I think we should share some pride with respect to the work of OECA. We have an outstanding educational television authority. Certainly one doesn't have to reach too far to find the recognition that they have received as far as this continent is concerned and in relationships with respect to other jurisdictions. I think we are being very well served.

I know that Mr. Ide and others would want to take even more time, if time permitted, to tell some of the exciting things that have happened with respect to the authority.

Mr. Kerrio: Yes, I appreciate that. I just can't really feel comfortable within myself as to just how far we should go along those lines. I don't have a comfortable feeling about that.

Hon. Mr. Welch: You will recall in my response to the opening remarks I mentioned that we do at the moment have an inter-ministerial committee giving some thought to this whole question of educational broadcasting as it relates to our responsibilities. Perhaps after we have the benefit of that review we can have a more up to date assessment and evaluation of all that we do in this area.

Mr. Kerrio: Fair enough.

Mr. Grande: I have a few questions for OECA and officials of OECA. One of the questions relates to school programs and the kind of information that you have been gathering.

Mr. Kerrio: Excuse me for just a moment, Mr. Chairman. You were a bit confused I think on the agreement that we had. I think that Mr. Grande was talking about item 1 on this vote, and we weren't going to carry everything on this vote at that time.

Mr. Grande: Definitely.

Mr. Kerrio: We had better clarify that for future votes.

Mr. Chairman: I had understood that this entire vote would carry within 30 minutes which has now elapsed. Was I in error in that respect?

Mr. Kerrio: Only in so far as Mr. Grande didn't have any comments on this vote before.

Mr. Grande: As I indicated yesterday I have very little on capital grants—

Mr. Kerrio: Be that as it may, Mr. Grande, I am willing to compromise. Just tell us how much time you want.

Mr. Grande: Thank you for the compromise. I do require some time on OECA. I do require some time on community information.

Mr. Kerrio: Let's get that understood beforehand.

Mr. Grande: I have just a couple of questions. Regarding the programs in schools, I understand that you have no hard data as to usage of these programs. I understand that you have been talking about some idea of a cluster of usage. Some teachers are excited about OECA and the programs within a school. Then the enthusiasm carries over to other teachers and so, therefore, they make use of it.

Are you planning on gathering hard data in regard to this, because it is a very important question for an educational television program?

Mr. Ide: We do have hard data and I would be glad to make this data available to Mr. Grande. In essence, 41 per cent of the teachers in the elementary schools use the programs and about 30 to 32 per cent of the teachers in the secondary schools use the programs. When you visited OECA and you were asking about the nature of the use, I was saying that the 41 per cent doesn't apply in every school, separately and individually across the province. For example, there might be a number of schools where virtually every teacher in a school would use the programs. Then there would be another school in which practically no teachers used them. The data is hard. It is carefully researched and we could easily make that available to you.

Mr. Grande: When was this done?

Mr. Ide: We do this twice a year.

Mr. Grande: That is very interesting. I was going to suggest that perhaps you should be taking a sample of about 10 to 15 or 20 schools within the province and zeroing in on those to see what usage there is. I look forward to having that information.

The other question I have is about the third language programming which I was following up last time. You indicated to me that there is an innovative kind of process you are getting involved in. I don't think we have the time here today to talk about that. However, I would like to thank you for that information you have just given me.

Thirdly, I want to get your feelings on the multilingual station and, supposedly, for all intents and purposes you are the television authority as far as the province is concerned.

Mr. Ide: I'm going to duck that question, Mr. Chairman, if I may. The authority, for example, is the name of the OECA and we're specifically concerned with educational broadcasting. I have private opinions. Because I'm actually sitting here representing the officials and members of the board of OECA, I would prefer, as I say, to duck the question.

Mr. Grande: You would duck that question? All right, I understand. The Liberal critic mentioned the tremendous increase in budget in the 1977-78 fiscal year. For this particular year though, the Minister of Education (Mr. Wells) held you at the same level and the Minister of Culture and Recreation has held you to about a one per cent increase.

Mr. Ide: No, it's a little more than that, Mr. Grande. We had a fairly substantial capital commitment to the buildings at Sudbury and Thunder Bay last year. Just for the sake of the record, the operating expenses, from the standpoint of the grant from the Ministry of Culture and Recreation, went up close to eight per cent. The capital expenditures, of course, were not as great, because we are not planning the construction of any stations during the coming fiscal year.

The slightly over four per cent I quoted to you was really an accumulation of looking at the grants we had from the Ministry of Education, the Ministry of Colleges and Universities, where we get some funding, and the Ministry of Culture and Recreation. So we're working on the year in terms of our total program with about that increase.

Mr. Grande: About an eight per cent increase?

Mr. Ide: With a total increase for the authority of about 45 per cent.

Mr. Chairman: Mr. Grande, would you prevent—permit Mrs. Campbell one short question on this point?

Mr. Grande: I prevent no one from doing anything they wish. However—

Mrs. Campbell: I don't want to interrupt him.

Mr. Chairman: Oh, I thought you wanted a question on this point.

Mrs. Campbell: No, I wanted to question on OECA but not right now.

Mr. Chairman: I'm sorry.

Mr. Grande: Since it appears to me that Education has held you at that particular level, at the same level as last year, and the Ministry of Culture and Recreation is responsible for money that goes into the open sector of programming, if I understand that clearly, would you think that with the increase this particular year in programming you are going to be zeroing in on the open sector of programming as opposed to educational programming?

Mr. Ide: I wouldn't want to comment on that specifically, because this is very early in the fiscal year. Our board has not yet had a chance to establish its budget and the government has granted this authority to the board as to precisely where it will spend the money. The board does have some discretion and might decide to put money into projects that serve both the open sector and the schools. This would be an area that I would certainly be recommending to the board.

Mr. Grande: Would you give me an idea, Mr. Ide, of what kind of programs you reject as being unacceptable for OECA?

Mr. Ide: We don't do news. We don't do the kinds of programs that are strictly designed to amuse—the Lavernes and Shirleys, the Happy Days. We—

Mr. Grande: If I can interrupt there, on the Happy Days, you certainly can change that and have a bit of educational part in terms of understanding and appreciating the 1950s.

Mr. Ide: I think we wouldn't do that because, as you heard from the people who are responsible for designing the programs the other day, they are very concerned about the educational objectives, and certainly the board at its April meeting will go through every program proposal that is made by the staff. It will look at the educational objectives and the board, in fact, will be the body that will be responsible for saying, "We will do this and not that," but the board has to be satisfied that there's a legitimate educational objective.

Mr. Grande: Finally, I hope you are going to keep the commitment to the French programming as you stated when we met the other day. My final question is in terms of contracting: What kind of money are you talking about when you contract out production, et cetera and whatever? I understand that All You Need is Love is partly contracted out, is it not, or totally contracted out with people working at OECA?

Mr. Ide: Mr. Walker, our executive director, who is sitting behind me, has informed

me it is within \$100,000 or \$150,000 of \$5 million. That is how much we contract out. It's about \$5 million, plus or minus \$150,000.

Mr. Grande: To just make a very short comment, perhaps the reason why the competition is no longer there is because many of the people who are freelancers, so to speak, are getting work with OECA and therefore there isn't that critical kind of competitiveness any longer. In other words, the competitiveness was diffused. Is that a fair statement?

Mr. Ide: Mr. Kerrio mentioned the increases in our budget over the past five years as being substantial, this year being rather less; but we haven't increased our staff for the past four to five years, so it has been our policy that we would try to keep a nucleus of highly professional people and that we would contract out whenever the skills could be purchased.

This was done really not to placate the private sector but because we found out—and I think Mrs. Campbell will recall this particular period in time—that our facilities were being underused at some times of the year and we had a lot of overtime and extra use at other times. Some people were sitting around for several weeks and then they would be working 15, 16, 17 hours a day because of the nature of the demand for the programming.

By contracting out, as we are describing it here, that means we employ people when we need them and the 386 people we have on our staff are fully employed all of the time. I suppose it's always a mistake to admit that you were ever wrong, but I think that we have improved our operation substantially since that particular time by the introduction of these policies.

Mr. Grande: Thank you very much, Mr. Chairman.

Mrs. Campbell: In view of the fact that the media, the mass media, seem to have taken a position that, for instance, the display and discussion and education of the public so far as the arts of the new Canadians are concerned are no longer acceptable to them—they do not cover these events, certainly not in Toronto—is there any thought that you could begin an educational program which would bring out the contribution of these people to our community?

Mr. Ide: They are very high on our priorities. As a matter of fact, we started on this particular approach last year and we now have something in the neighbourhood of 18 to 20 programs that we have done in the area of trying to ensure that there's a better

appreciation on the part of the second and third generation Canadians of the various cultures that have enriched our society. This thrust is going to be continued this year and we are delighted with the response. The programs that we are doing are not just getting small audiences, they are getting substantial audiences. So the board has adopted this as one of its priorities and this is something that we ought to be doing.

[4:15]

Mrs. Campbell: The second question. How would Anita Bryant fit into your educational programs?

Mr. Ide: I am being asked a variety of questions today. I don't think—

Ms. Bryden: Is it a fair question?

Mr. Bradley: She means as a songstress.

Mr. Ide: I would think, I hope, that we would not attempt to sell any particular position. In other words, we try to be as objective as we can in terms of our programming, and when we do discuss controversial issues we try to ensure that both sides of the issue are expressed.

Mr. Chairman: Shall item 2 carry?

Mr. Grande: I wanted to raise a question on community information.

Mr. Chairman: Yes, I noted that, I thought maybe you had forgone that, Mr. Grande.

Mr. Grande: No, I will not forgo it.

Mr. Kerrio: Should we make a schedule that we can keep? It just isn't going to happen if we don't.

Mr. Chairman: In response to that—

Mr. Kerrio: I took this gentleman's word that he didn't have anything on that particular subject and, you know, you can't believe him.

Mr. Grande: I think Mr. Kerrio is getting carried away with himself at this time. Yesterday I did mention the fact that I have very little to say on one of the votes. I was very specific on it. I did not forgo—

Mr. Kerrio: May we have a commitment—

Mr. Grande: —anything in terms of the other three votes. Therefore, if you want to rule that the half hour will be split 15 minutes for each party, fine and dandy with me. I will go along with that. However, I don't think that I have taken more than my share of time on this particular vote.

Mr. Kerrio: The NDP have used up 300 minutes of these estimates and we have had 145—

Mr. Chairman: No, 205 actually, Mr. Kerrio. I think the thing can be resolved—

Mr. Kerrio: Well I hope so, because I've just about had it.

Mr. Chairman: —by dividing the available time today.

Mr. Grande: Shall we have pistols at 20 paces?

Mr. Kerrio: Let's do that.

Hon. Mr. Welch: I would be glad to cooperate by not answering.

Mr. Chairman: I think we can divide the time equally today—we can't adjust the time to make accommodations for any additional times that were used prior to today. But we are going to try and divide equally the time remaining today. We are attempting to do that. The clerk is keeping the time here and I think it has been fairly equally divided so far.

Mr. Grande: Mr. Chairman, a point of order. Do you have the minutes that the staff have taken to answer questions—and not in terms of the staff themselves but in terms of the Liberal members asking kind of open-ended questions on which the staff can take all the time they want? I'm getting upset with this kind of attitude that the Liberal member is taking at this time.

Mr. Chairman: I think what we do, Mr. Grande, is tabulate the time that you lose by each member, and the staff in response to that member; it is tabulated on that basis.

Mr. Grande: On that basis. All right. Thank you.

Mr. Chairman: Mr. Grande, could you go forward with your community information question?

Hon. Mr. Welch: Mr. Carmichael of the citizens' inquiry branch is approaching the microphone and the deputy minister and the executive director of multiculturalism and citizenship will assist with community information services as required.

Mr. Grande: I just want to proceed with the one information centre—the York Information Centre. I understand that this community centre had a budget of \$43,755 in the beginning and then they received approximately \$10,830, which is not, according to my calculation, one-third of the budget that the province says it will provide to the information centre. I'm just wondering why did York Information Centre not receive that \$3,100 more that they should have?

Hon. Mr. Welch: Mr. McPhee, could you assist us here please?

Mr. McPhee: I'm not able to answer that one at this time. I don't have York as a centre that was not funded.

Hon. Mr. Welch: We'd undertake to get that information for the hon. member, if that would be satisfactory. We don't apparently have that breakdown with us here.

Mr. McPhee: I might just add that the co-ordinator of the program, Ms. Bratty, is on a course on information to which she was committed about six month ago.

Mr. R. D. Johnston: Just so we're sure we understand your question, you're saying that your information is that whatever amount it was they did receive was less the funds we would normally provide.

Mr. Grande: That's correct.

Mr. McPhee: I would undertake to review that directly with Mr. Grande.

Mr. Grande: There was a general question also but I will forgo it in the interests of time.

Item 2 agreed to.

On item 3, Experience '78:

Hon. Mr. Welch: Mr. Joel Finlay.

Mr. B. Newman: If I may start, Mr. Chairman—

Mr. Chairman: Go ahead, Mr. Newman.

Mr. B. Newman: I notice that the wage scales for Experience '78 have been substantially reduced in many instances over the wage scales in the previous year. Am I correct in that?

Hon. Mr. Welch: Do you mean the rates of pay?

Mr. B. Newman: Yes.

Hon. Mr. Welch: Mr. Finlay, would you comment on that please?

Mr. Finlay: The rates on the Experience programs were set through the Ontario Youth Secretariat under the Social Development policy field and they are consistent across all the ministries. The decision was this year that all the Experience positions would be paid at the provincial minimum wage.

Mr. B. Newman: I'm just wondering if you're aware of the strong objections to this presented by the Essex Conservation Authority. The fact is that in the Windsor-Essex county area all wage rates are substantially higher. As a result, you're putting the students who take these job opportunities under Experience '78 at a real financial disadvantage, especially those who are going to be returning to university in the fall.

Hon. Mr. Welch: I recognize what the hon. member is saying. I think there's no question, to be very open and very frank about it, that by imposing the provincial

minimum on the whole program there's just that many more dollars to be spread among that many more people.

Mr. B. Newman: I accept that, but I would have preferred you to have had that many more people at the old rate, or at least adjust the rate according to the wage level in certain communities. Being in a high wage area, it's not too attractive for the top-notch student to be going into Experience '78 if he has a job opportunity in another place, though he would like to partake in Experience '78 because of the educational value of that type of experience.

The Essex Conservation Authority sent a fairly strong letter objecting to the decrease in rates, which amounts to as much as 65 cents an hour in some instances and 70 cents an hour in others. I thought I had an obligation to bring this to your attention so that you will know that some conservation authorities are concerned.

Item 3 agreed to.

Vote 2905 agreed to.

On vote 2906, sports and fitness program; item 1, program administration:

Hon. Mr. Welch: I introduce Robert Secord, the executive director of sports and fitness, who is approaching the microphone.

Mr. Chairman: I might say he is a former CKNX colleague. It is nice to see Mr. Secord doing so well in the ministry.

Hon. Mr. Welch: Don't fuss over him too much. He's hard enough to handle.

Mr. Secord: May I point out, Mr. Chairman, if Mr. Gaunt and I were still at CKNX, you'd need a wide-angle lens on me.

Mr. B. Newman: We'll have to put him on the staff of the program though.

Mr. Chairman: I won't touch that line.

Mr. Kerrio: Mr. Chairman, before we start now, do you want to make some kind of assessment of the time that's left?

Mr. Chairman: It's 30 minutes, which would be 15 minutes each to do this vote.

Mr. Kerrio: But the 30 minutes is for the complete vote; is that understood?

Mr. Chairman: It's for the complete vote.

Mr. Kerrio: So if we have 15 minutes, really we can't touch on one topic. Do you want us to go through the votes as a party?

Mr. Chairman: How does the committee wish to handle it? Do you want to take the whole vote, in view of the time constraints?

Mr. Kerrio: I don't see how you can do it any other way.

Mr. Chairman: Is that the wish of the committee?

An hon. member: That's fine.

Mr. Chairman: Okay, we'll take the whole vote, with roughly 15 minutes per party.

Mr. Kerrio: That's fine. We'll live within those constraints, and we'll use 15 minutes at a time.

Mr. Minister: I want to raise a question on the athletics control committee. Could you tell me which vote I should bring that up under?

Hon. Mr. Welch: It's here—the Athletics Control Act is here.

Mr. Kerrio: Where would you say I should bring that up?

Hon. Mr. Welch: Right now. If we're going to do the whole vote at once, this is a good time to do it.

Mr. Kerrio: Okay; that's a good idea. My concern as it relates to this particular commission is, how many bodies are on that commission and what kind of money does it cost us? What do we do in that commission when I see, in the answer to an order paper question, that the revenue for the office of the athletic commissioner was a total of \$10,342.90? I wonder if someone could give me the cost of the function of that committee.

Hon. Mr. Welch: It's not really a committee, Mr. Kerrio, and Mr. Secord will respond. We have some responsibilities to carry out the provisions of the Athletics Control Act. Perhaps, Mr. Secord, you could clarify that for the member.

Mr. Secord: The Athletics Control Act has been in operation for many years. As we pointed out at the last review of the estimates, it is intended that the Act should be revised. At the present time it provides for a commissioner and not a commission.

Mr. Kerrio: That's Mr. Wittenberg, is it?

Mr. Secord: That's correct.

Mr. Kerrio: And the salary for that position is \$32,150. Is there only the one person?

Mr. Secord: Yes. Mr. Wittenberg is the acting commissioner. As you may recall, Mr. McKenzie passed away about a year or so ago. Because of the probable revision of the Act, the minister agreed that we should appoint an acting commissioner until the Act was reviewed and then revised. At the present time there is a person on contract. Well known in the boxing fraternity, who acts as the actual commissioner in terms of licensing the fights and the fighters, ensuring that the purses are adequately distributed, and going to the fights to look after things in that way.

Mr. R. D. Johnston: Perhaps it should be made particularly clear that Mr. Wittenberg is carrying out these responsibilities in addition to his regular duties as director of the branch; so in that sense there is no extra cost by way of salary for carrying out that function.

Mr. Kerrio: That's a very good comment.

I had a fairly good number of questions in this area, but I think I will leave the questions unless you, Mr. Minister, and the people who are here, want to make some comments. Within the constraints we have, I would like to relate to you my concerns dealing with the new physical fitness program for Ontario.

According to my research, the fitness program is really not on schedule. The program cost, which was \$1.5 million, has now been revised upwards to \$1.7 million. I don't know to what depth you can go into here except touching on the high spots, but I wonder if I could get subsequent to these estimates a real updating of what's happening in the fitness program?

Hon. Mr. Welch: I would like to say at this point that Mr. Gordon Smith has some responsibilities with respect to this program. He might give you some of the highlights. We have some publications out now that the hon. members might find of some interest. Mr. Smith, could you comment briefly on this program for the member for Niagara Falls?

[4:30]

Mr. G. Smith: Mr. Chairman, you will recall that at our previous estimates meeting we discussed the same program, and I reported to you then that our staff hiring wasn't complete until October of this past year and so the staff have only been available to implement the programs for the past six months. After an orientation period, they have worked rather strenuously in the past four or five months to implement the programs. I can go further and give you the status report on each one of the programs if you wish.

Mr. Kerrio: I would like that subsequent to these estimates because we just don't have the time.

Mr. B. Newman: Has the Athletic Control Act been revised as yet or is it simply in the planning stages?

Mr. Secord: It's in the process of being finalized now, Mr. Newman.

Mr. B. Newman: Then you are going to mandate the wearing of helmets for amateur boxers?

Mr. Secord: Mr. Wittenberg, would you like to answer that question?

As you know—and you and I have discussed this over some years—the Canadian Amateur Boxing Association now makes headgear mandatory. Therefore, in Ontario the fighters who fight for the Ontario Amateur Boxing Association must wear headgear up to the national championship. They do not have to wear headgear at international championships, including the Olympics.

The picture is of the association that is not affiliated with the Canadian Amateur Boxing Association not requiring mandatory headgear on their fighters. So far there has been no research provided which would indicate that wearing headgear does prohibit injuries at that class. Indeed, as you know, at the international and national levels headgear is not mandatory. That will be a recommendation we will be making to the minister in terms of whether or not headgear should be made mandatory.

Mr. B. Newman: You know of the fight that was being carried on by the Montreal association of the Canadian Boxing Association concerning mandating the wearing of headgear for all boxers, both on the national and the international levels.

I can't understand why the ministry, if they call themselves a branch of sport and fitness, would not realize that you can't use a hammer and pound on the head and not have some type of harmful effect. I have seen enough studies, especially from England where they actually examined the brain of an individual who had been engaged in the so-called sport of boxing for years and years, and the damaging effects it has had on the brain.

I think common sense tells you you can't keep punching an individual in the head and not have some type of detrimental effect. Notice how Joe Louis happens to be today, and you'll find that with practically every one of the pro boxers.

I think you have an obligation in here, especially you people who are advising the minister, to look at the thing. Let's stop this amateur boxing—I don't care if the pros want to box without helmets and so forth, that's quite all right—but we require a hockey player to use a helmet—

An hon. member: No we don't.

Mr. B. Newman: You certainly do.

We require it in other types of athletic endeavours in which the chance of head injury is not as great. In boxing the whole thing is to get that fellow in the head and knock him out. That's what you are aiming at all times. I have been asking for the wearing of headgear for as long as I have been in this House, and it has been a few

years. You should not allow any type of amateur boxing in this province unless the young athletes wear headgear.

And don't give me the old argument that you can't get headgear to fit. They had no problem in finding headgear for hockey players or other types of athletic endeavours. If you simply said you don't box unless you wear a helmet you are only doing the young athlete a real service.

Mr. Minister, I plead with you—is it for the fourth or fifth time now?—

Hon. Mr. Welch: Certainly you have been very consistent, Mr. Newman.

There are those who have some comments on that sport who think the best favour we could do to some people who box is to put a seatbelt on them in the corner so they never get out at all.

One of the difficulties we have, Mr. Newman, and certainly I respect the fact that you have expressed this concern over the years, is that those who advise me find a lack of consensus among that community who are involved in this sport. It becomes difficult for a political figure to impose ultimately that sort of thing on them, if they can bring up arguments with respect to whether or not that which we are advocating is even worse than not having a helmet is concerned.

You have my assurance this year that we are going to resolve this matter one way or the other. Certainly I think we've allowed enough public discussion on the issue. Who knows? Someday there may be the Newman amendment to the Act.

Mr. B. Newman: I care not what you name the amendment. All I would like you to do is to join with me in protecting the heads of our young athletes. I think we can do it by mandating headgear, especially when it comes to boxing. The schools won't allow a football player to play without a helmet. They won't allow a hockey player to play without a helmet. All of that is required. When it comes to amateur athletes, the province of Ontario should likewise lead the way and require them to wear headgear.

I wanted to go onto another issue, if I may, at the same time under physical fitness. I think your ministry should be involved, either through the fitness branch or through leadership training, in requiring that cardiopulmonary resuscitation be one of the requirements before an individual can actually partake in a given sport. The United States is putting a great push on that. The editor of Parade magazine—I think Gorkin or someone named like that—has contacted schools

all over the States and has asked that they put on a strong program requiring everyone in the schools to learn cardiopulmonary resuscitation. That's the beating type.

One out of three lives of individuals who have had heart attacks could have been saved if someone around at the time had known cardiopulmonary resuscitation. Maybe it'll be one of us—we look up there and hope that it isn't. We've got a fitness branch that should be looking into this, should be recommending this to the schools and getting a program under way with cardiopulmonary resuscitation and/or artificial respiration. Either of the two or both should be taught or should be promoted among schools, athletic clubs and so forth. That's all I wanted to mention on this. I don't want to take any more time. I hope you officials have paid attention to what I've mentioned and get going on this.

Hon. Mr. Welch: I'll ask them.

Mr. Grande: I'd like to follow up what has been said here regarding the so-called promises that were made prior to last year's election regarding the fitness programs. I understand that the seven vans or mobiles are in action; they're moving across the province and they're testing people. How successful is it?

Hon. Mr. Welch: I don't think that is the case, Mr. Grande, to be very correct. Mr. Smith can report to you as to the progress there, but they're certainly not in operation at the moment. Mr. Smith, would you like to comment?

Mr. G. Smith: The vehicles themselves have just arrived and the staff in the seven regions have been hired. This week they're going through a training program. In the city of Ottawa this week one could receive a test. In the next two weeks in each of the other seven centres the testing will begin.

Mr. Grande: I was under the impression that there was a full newspaper article in the Toronto Daily Star two or three weeks after the estimates in November or December sometime.

An hon. member: On December 14.

Hon. Mr. Welch: I think there was some reference to the testing of members of the executive council here.

Mr. Grande: I understood they were on their way and that they were going from centre to centre. Obviously, if it's not the case, it's not the case. You're really behind in that program.

Let me go on to one I'm really interested in, the industrial education package. What

is happening there? How many firms have applied to have these programs during the lunch hour, in the afternoon, or whatever, for their employees?

Mr. G. Smith: In the employees fitness program we've given out 13 Wintario grants to employers who have sought employee fitness programs. In addition, we have consulted with something in the vicinity of 75 companies.

Mr. Grande: Is there any indication in the case of these 13 who received a Wintario grant that the program has started?

Mr. G. Smith: It has started, yes, but there is no indication as to the evaluation of the programs because they have only recently started.

Mr. Grande: Who is going to do an evaluation of the program—if it is required and necessary? It would seem to me that this is a new area that you are getting involved in; and, by the way, I encourage you to continue in that area because I think it is very important to provide these facilities and encourage people within the work field to take advantage of that. Who is going to do the evaluation?

Mr. G. Smith: The evaluation will be undertaken by a combination of our regional field staff, the company itself with some guidance from two head office personnel (a) the evaluation officer, and (b) the employee fitness officer.

Mr. Grande: I could go on about some of these other things that you were saying were going to get started sometime in the autumn of last year. Six months later, we're not even beginning. Regarding the controversy about the game of football and how injurious that might be to the spinal cord—it's a controversy, all right. There are reports from different chiropractors which seem to indicate there is a risk and other reports say that there isn't. What is the ministry doing in that area?

Mr. Secord: We have a contract with the Ontario Amateur Football Association who will do an evaluation of those expressed problems through the Canadian Chiropractic Association. There is not unanimity on the fact that football is indeed the cause. It may be lack of training more than it is lack of contact.

Mr. Grande: When would we have some kind of output from that contract?

Mr. Secord: We would like to test the principles on the next season which, as you know, starts in August and runs through to November. So, I would expect any results would be forthcoming about December. Ob-

viously, we want to do it when the players are playing.

Mr. Grande: Of course. Mr. Chairman, I will stop there because I don't want to take up my full time.

Mr. Chairman: Mr. Sweeney has a question. There are three minutes remaining, Mr. Sweeney.

Mr. Sweeney: There is one question under physical fitness, Mr. Chairman. I understand people in their forties are being advised to have a good solid medical examination before they engage in a new strenuous fitness program. To what extent will these mobile vans going around the province have people who are sufficiently qualified to make that kind of diagnosis? I guess my concern is that if they go to the van instead of going to their doctor, where are we at?

Mr. G. Smith: We're dealing with the delicate balance between a professional medical opinion and an exercise physiology point-of-view. The staff on the van will be fully qualified to provide that guidance. Nevertheless, that doesn't cover all cases for citizens in that age group. We would further advise where anyone has any doubt about their medical status to pursue that with their doctor.

Mr. Sweeney: My concern is that we may be inadvertently misleading people, suggesting that the van can provide all the analysis that is necessary, when, in fact, what some people may need is a good solid medical check-up. I'm wondering what kind of advertising you are doing to correct that possibility.

[4:45]

Mr. G. Smith: Yes, the role of a fitness test becomes a point of confusion in the mind of the public when a person might suspect that he is getting a medical. It is our intention—in brochures dealing with this program—to point out very clearly that it is not a medical examination. So, to that extent they are being advised of the degree to which this test is appropriate.

Mr. Sweeney: Maybe I haven't found it but I don't see that in the literature anywhere. They do list certain possible problems and say "see your doctor," but it doesn't seem to say in here what you and I just discussed.

Mr. G. Smith: That is the personal fitness book; when they go to the van they will be so informed.

Mr. Sweeney: Okay, if it's going to be something else they'll be told.

Mr. G. Smith: Not only will they be informed that that is not a medical exam but

if there are any problems arising in the test they will then be referred to their own medical practitioner.

Mr. Sweeney: I just have one related question. I notice, at least in our area, that a number of the private fitness clinics are sprouting up. This seems to have happened in the last six or seven months. Is there any relationship between them and you people? Is there any co-ordination? Is there any liaison? Is there any monitoring? Is there any anything?

Mr. G. Smith: There is liaison in a sense or to a degree. You are talking about the private sector?

Mr. Sweeney: Yes, the private sector.

Mr. G. Smith: Oh, I thought so.

Mr. Sweeney: It just seems that all of a sudden they're starting to sprout up all over the place and I just wondered what the connection might be; and if the public is being protected properly.

Mr. G. Smith: There is to the degree that we can act in that direction, yes.

Hon. Mr. Welch: I think Mr. Sweeney is asking a very simple question. There is certainly no relationship between this increased activity and the private sector's financing or funding from my ministry. It may be nothing more than a recognition in many areas of the need that some people find for this type of service. But what Mr. Smith is trying to say is that we did have a seminar not too long ago at which representatives from the private sector were invited simply from the standpoint of being given some information as to what our program may be. It could be—and I say "could"—that as the result of increasing some consciousness with respect to the need for some physical activity that, in order to assist them with disciplining this type of participation, some members of the public might seek to use the services of private organizations. That's their decision. I would hope, however, not to downgrade that particular decision if that's what someone feels he's comfortable with. We would be able to encourage people through this program to engage in some types of physical activity that are fairly simplistic.

Mr. Sweeney: Excuse me, Mr. Minister, either I didn't ask it right or you're missing my point. I'm not concerned about the funding. When a surge like this comes—and I think your ministry is probably as responsible as anyone for the surge in interest, the surge in awareness—it tends to bring out a lot of private groups. It also tends, from time to time, to bring people into the field who,

maybe, aren't competent to deal with it. Is there anything within your ministry that is monitoring this sort of resurgence?

Hon. Mr. Welch: While Mr. Smith is preparing his answer we should really pay tribute to the area you come from because the regional municipality of Kitchener-Waterloo has given great leadership for this through their council. As you know, when we announced this program, that's where we went because of the leadership which was being shown in this area, in your own region. Mr. Smith, could you respond to the hon. member's question?

Mr. G. Smith: I have a comment. The leadership development program that is now complete in its level-one preparation, deals with the upgrading of qualifications of those in the instructor role both in the private sector and in the volunteer sector. So, in that sense, those people are invited to take this leadership training program and that, we think, will go a long way to assisting with the kind of problems of which you are speaking.

Mr. Sweeney: But, at the present time, anyone can set up a fitness clinic, regardless of their qualifications?

Mr. Grande: A question for Mr. Smith, I believe. Could I have a copy of the list of those 13 companies that have got a Wintario grant and the locations of those particular companies? Thank you.

Mr. Turner: Could I ask a very quick question? It may be out of order; I don't know whether this is the right place or not.

Mr. Chairman: On this vote?

Mr. Turner: I hope so. If it's not, you will tell me.

Mr. Chairman: Yes, I'll tell you if it's not.

Mr. Turner: In relation to the provision of funding for sports, the Legion in Peterborough has over a period of time funded hockey, boxing and so on. They claim, because of the Wintario draw, that the take on their own draw is considerably less and they cannot provide funding to local teams and so on. They have advised the local teams to apply to Wintario for funding. The local teams say they have done this and Wintario will not fund them, except on a one-time basis to take a trip someplace or whatever, but they won't help to buy equipment, which is the crucial problem. I don't know whether that is true or not.

Hon. Mr. Welch: From the standpoint of equipment, Wintario is a very popular pro-

gram with just that sort of group. There must be some misunderstanding. I would be very happy, as would our officials, to deal with the hon. member and to respond to that particular need for some financial help as far as the equipment is concerned.

Mr. Turner: I have a letter in that regard and, if I may, I'll send you a copy.

Hon. Mr. Welch: I'll be glad to receive it. You see, that is a carryover from the program that was formerly under the Ontario athletics commissioner and has expanded under Wintario in a very generous way.

Mr. Turner: That's what I would have thought. Thank you.

Vote 2906 agreed to.

On vote 2907, ministry capital support program:

Mr. Chairman: Mr. Grande has indicated he doesn't have any comments on this vote. We have allocated 10 minutes to it. Mr. Kerrio?

Mr. Kerrio: A total of 10 minutes?

Mr. Chairman: A total of 10 minutes, which will take us to 5 o'clock.

Mr. Kerrio: How much time do I have?

Mr. Grande: You have 10 minutes. Go, go!

Mr. Chairman: Apparently Mr. Grande doesn't have any questions, so you have the full 10 minutes.

Mr. Kerrio: I have one particular area of concern, Mr. Minister. When I read the question in the last estimates, it had to do—now, vote 2907 is the capital support program, is it not?

Hon. Mr. Welch: Yes, it is.

Mr. Kerrio: There was some question regarding Queen's Park disallowing money spent on housing and recreation buildings as a tax deduction for mining companies under the Ontario Mining Tax Act. I didn't realize until these estimates came up that I hadn't got an answer to that question.

Since the matter involves considerable funds that mines would put into recreation centres and such, if that is so and they are no longer going to be able to take such expenditures as a tax deduction, I would suggest there will probably be many hardships felt in mining towns, which have traditionally relied on companies to provide these services.

I wonder if there is anyone here who could tell us if such is the fact, that they are not going to be allowed the deduction and, in fact, have we had any repercussions?

Hon. Mr. Welch: Mr. Noon and Mr. Belfry will assist us with respect to the capital area. Mr. Noon?

Mr. Noon: I would like Mr. Belfry to comment on this. It was raised, I know, at the last estimates. I didn't realize that a further response was required on this issue.

Mr. Belfry: Mr. Chairman, I regret that we did not in fact review it further with the appropriate ministry to determine what effect it did have. We are receiving some comments from the smaller communities in the north, although they would seem to be somewhat perfunctory. Once the revised formulae for capital grants are disclosed, the comments seem to be not appropriate.

Mr. Kerrio: Mr. Minister, you can appreciate my concern. As I relate to the past experience of many figure skaters, even to that degree we are not talking only of hockey arenas and bowling alleys and such. We are talking of some of the great figure skating rinks, such as in Schumacher, where we had some first-class competitors come out of a facility that was provided by the private sector and it astounds me to think that we do, in fact, interfere with allowing deductions, particularly in view of job creation and that, by the private sector to provide those kinds of facilities. We certainly are only going to take it on ourselves to provide the facilities at these times. I wonder if it isn't something we shouldn't be looking into, Mr. Minister.

Hon. Mr. Welch: I think Mr. Pope, coming from the north, wanted to make a comment on this.

Mr. Pope: It is my understanding that one of the proposals contained in the budget is to allow the deduction of those expenses for community projects of that nature.

Mr. Kerrio: That's fine. As long as we've raised the question here, I would appreciate it very much if you would—

Hon. Mr. Welch: We'll satisfy ourselves on that particular point, yes.

Mr. Kerrio: Yes, on that particular point, we see the government addressing itself to the problem and on that note, I'll stop.

Mr. B. Newman: If it's a facility of a company are the funds given to the company by the ministry?

Hon. Mr. Welch: No, it's an allowable deduction in the calculation of corporation tax.

Mr. Grande: I have some correspondence from Thunder Bay and from the city of Brampton regarding the fact that as of

August 18, 1977, you advised municipalities and Indian bands that there will be no further commitments for grants issued under the Community Recreation Centres Act until the 1979-80 budget. These municipalities are suggesting that funds are required to increase the recreational facilities and opportunities for citizens. I know we talked about this in last year's estimates, at least my colleague talked about this. What has happened in that area? Are you still saying no funds in that area, or what?

Hon. Mr. Welch: Of course, we have the vote that's here. Perhaps Mr. Belfry can bring you up to date with respect to our authority now for commitment. Of course, what we're faced with is the increasing number of applications coming in for capital support under this program and to what extent we can, in fact, make the necessary commitments. Do you have the up-to-date figures there, Mr. Belfry?

Mr. Belfry: Mr. Chairman, the situation in August 1977 was such that of the total appropriation of \$19.4 million approximately \$7 million was dedicated to the rehabilitation of arenas closed by order of the Ministry of Labour due to structural fault. Management Board of Cabinet determined that the base budget for this capital program was, therefore, \$12 million. The standard practice of commitment for the following year is not to exceed 75 per cent of the current year's budget. In other words, the commitment level that was appropriate in August 1977 was 75 per cent of \$12 million, or \$9 million.

At the time that letter went out, municipalities were advised that commitments could not be made at this particular time until the estimates for 1978-79 were clarified. That was a caution to municipalities not to go ahead on the assumption that the same funds were available, because we did not know at the time what the funding level would be. That issue was resolved in February by Management Board of Cabinet at which time it gave us the approval to proceed with commitments to the full \$19.4 million for the coming fiscal year, with the provision that adequate funds be protected to rehabilitate any further closed arenas that had to be repaired.

Mr. Grande: Therefore, are you saying that for the fiscal year 1978-79 there is nothing in that budget?

Mr. Belfry: There is \$19.4 million.
[5:00]

Mr. Grande: So therefore are you changing the position that there will be no further funds under the Community Recreations

Centres Act until the 1979-80 budget is finalized as of April 1979? Are you changing that position? Are you doing it one year earlier?

Mr. Belfry: We are doing is approximately seven weeks earlier in that we received Management Board of Cabinet's approval in February to commit all of the 1978-79 budget as opposed to \$9 million of it. That released a further \$10 million approximately for commitment purposes, at which time we proceeded to issue commitments to the appropriate applicants. In fact, Brampton has been specifically advised since that time.

Hon. Mr. Welch: I don't know whether we're being helpful. Mr. Grande has raised the question that by some communication no approvals could be given and no commitments could be made. We've been relieved of that particular problem and we are now making commitments on the basis of this. Therefore the situation has changed. It might be helpful to know how far we have gone into that \$19.4 million as far as commitments are concerned.

Mr. Belfry: There is approximately \$13 million committed today. There will be an additional \$1.5 million protected for anticipated rehabilitation of closed arenas due to structural faults. We have in our possession some additional applications that we have not physically been able to handle at this time, due to—

Mr. Grande: In other words, you're saying that there is approximately \$5 million left.

Mr. Belfry: Yes.

Mr. Grande: Regarding regulation 200, I understood during the research vote we were talking about that the minister had brought it up to date and you had made a decision regarding that regulation 200.

Hon. Mr. Welch: This actually comes under the previous vote, but I don't mind discussing it here if you want. Regulation 200 has nothing to do with capital. It's for operating expenses to municipalities, related to some formula in which they claim one year on the basis of how they've been able to satisfy certain criteria of the previous year. It's a \$2.4 million account which is the subject matter of some negotiation as between the municipality and the ministry, as I say, related to a certain established set of criteria.

We have been working with regulation 200 ever since the ministry has been established to find if there aren't some more relevant ways in which we could use this money to be helpful to recreation programs. We have come to some conclusions with respect to dealing

with smaller municipalities where the impact would be felt in a more meaningful way and are awaiting opportunities to sit down with representatives of municipalities to discuss this with them in some detail.

Mr. Grande: Can you comment on the elderly person centres?

Hon. Mr. Welch: That comes under Community and Social Services.

Mr. Chairman: It's now 5 p.m., Mr. Grande.

Mr. Grande: Fine, thank you.

Vote 2907 agreed to.

On vote 2908, Wintario:

Hon. Mr. Welch: We like to play the jingle at this time, but—

Mr. Kerrio: We've taken this for granted, but I wonder is there anybody on the government side who wants to talk to this? Should we divide it up three ways or—

Mr. Chairman: I haven't had any indication from the government side. Until I do, you carry on.

Mr. Kerrio: Okay, so we've got 15 minutes?

Mr. Chairman: Yes, a shade more. Actually there are 44 minutes left now.

Mr. Kerrio: Twenty minutes each?

Mr. Chairman: Twenty minutes each.

Mr. Grande: On a point of order, could the minister give me those memoranda of understanding that he committed himself to bringing here today? I would like to have copies to study, so that when my turn comes I can respond to them.

Hon. Mr. Welch: While we're getting ready, is Mrs. Mottershead here? She might like to come up. Would you like to sit here?

Mr. Kerrio: This vote winds up the estimates of Culture and Recreation. I think it is appropriate that we wind up with Wintario because I personally have such a concern actually for what I consider a kind of a commitment on your part to spending more and more money in the culture and recreation field. I have to suggest to you that I accept that kind of thinking, but I'd like to share with you something that has happened very recently in the province of Manitoba.

When I look at Wintario and Culture and Recreation—and I've said this and I've been consistent in saying it—if there was one ministry in all the government that should conform to a restraint program I have to reaffirm my position in this regard that it is this one. I can't believe that anybody in our society can, in the face of increased costs within their home or their business, afford to

talk about spending the same money for culture and recreation or what-have-you.

There are those who suggest that man doesn't live by bread alone and there are higher thinking types who prevail and run this great country of ours. Damn it, I can't agree at all. Here is a government that I think concurs with this kind of thinking, faced with the reality of spiralling inflation, and no one seeming to be willing to make a commitment.

The government of Manitoba has set a 2.9 per cent increase in the whole budget of the province and I think they have taken a responsible position. I called the minister who is in charge of culture, recreation and tourism there. He said in his cabinet assignment he concurred with the 2.9 per cent increase to stop inflation. He said somebody has to put the brakes on. Where are we going to do it? He said in order to maintain a 2.9 per cent increase across the whole budgetary expenditure of the province, there were those interministerial people who took the additional responsibility of drastic cuts.

While you have sat and told me you'd be very proud to be able to spend more money in this area, I say to you with respect that I think I talk for many people in this country who would cut those areas of spending. Here is a government that has seen fit to do it. While they have a 2.9 per cent increase in budgetary expenditure right across all of the ministries, the Manitoba Ministry of Tourism, Recreation and Cultural Affairs is going to be reduced by 9.9 per cent within the framework of that group particularly.

I've been a bit critical. I'm certain you understand I wouldn't cut out all the culture that ever was promoted by your ministry, and certainly that group within the ministry has always had substantial increases in their budgets. Yet in this ministry, with a Tory government that maybe should somewhat relate to your kind of thinking, they have seen fit to cut that ministry by 9.9 per cent and within the ministry have cut the arts council by eight per cent. I would ask you to reconsider the kind of thinking that prevails in this government and particularly within the limits of your ministry.

If I were then to bring one other thing into focus that has been very close to me, it is, as I related early on, my resolution to see some more meaningful use made of Wintario money. You see by a poll that was taken and printed in the Toronto Star that there is a good cross-section of our community that concurs with that kind of thinking. If they were given the vote, they'd certainly see to it that not only would Wintario put a good piece of its money to defray the costs of part of

health care. In turn, Wintario would also get more support than it is getting now, because I think there are untold numbers of people within our society who want to take that little risk, want to take that chance and who would do it to a greater degree if in fact we were supportive of some of the very worthwhile aspects of our social development in the field of health.

I think you are going to see when we go tomorrow to the social development committee and look into the spending of the Health budget that there should be some consideration of having interministerial commitment to cut back and then have priorities set up so that we keep some matter of priority in focus as it relates to health, welfare, education or whatever, in proper order.

I have one more comment that I'd like to make, Mr. Minister, which I think is valid. In addition to that particular feeling of mine in the whole concept of culture and recreation, I would like to leave on the record my grave concern—and I raised this question with the Premier (Mr. Davis)—that the competition of the lotteries has an impact on many worthwhile charitable organizations. I named a few such organizations at that time that were province-wide and perhaps Canada-wide, including the Multiple Sclerosis Society and the Muscular Dystrophy Association. I asked the Premier whether, if we were cutting into the ability of those people to raise funds for those very worthwhile causes, we shouldn't assume the responsibility of picking up some of the funding for those very worthwhile charities.

There are many service clubs across the country and, as it relates to one of your own members here, hockey groups and everything else that are feeling the pinch when they go out to sell tickets and to do their thing within the community, and I have to feel we're competitive with them in a very unfair way, because we can advertise, we have an unlimited budget and we can do things those people can't afford to do.

In winding up my comments on these estimates, Mr. Minister, I hope that you'll take to heart what I'm saying to you, because they're my true feelings. I really am sincere when I say to you that there's a whole segment of our society out there in the support of the budgetary expenses of this province that puts in its dollars year after year and never sees the inside of any kind of the many cultural involvements in these estimates. They do need the protection, and at least the argument, that we should be diligent with the spending of that money. I hope you will take some of those thoughts

that I leave with you as a matter of my grave concern that if we're to start somewhere, this is the place to start.

Hon. Mr. Welch: If I could respond briefly to the concerns expressed by the hon. member for Niagara Falls, I accept what he says as an expression of his deep feeling in this matter. He's been very consistent in pointing out his concern with respect to the question of lotteries. He said let's put it in perspective. He noted the fact that the government is involved with the lotteries and what it may do to private fund-raising organizations as a result.

Secondly, he mentioned his concern with respect to the designation of lottery funds for the particular purpose of culture and recreation and, thirdly, the whole question, irrespective of lotteries, of the priority being attached by government with respect to the role of the Ministry of Culture and Recreation and, particularly, the programs of that ministry.

I would like to suggest to you that I too hold very strong views in this area. I'm not unmindful of the financial constraints and restraints. I think the programs of the Ministry of Culture and Recreation deserve a fair share of the tax revenues of this province. I don't think it's unimportant that we are interested in programs of heritage conservation and all that that means from the standpoint of recognition of our past and the tremendous importance which is being attached to people, regardless of who we are or where we live.

There is a very legitimate interest in matters of history and the whole area of nostalgia. Many people find a tremendous exhilaration in pursuing it. They've talked of the importance of public libraries. They've talked of the importance of the community centre. They've talked of the importance of the arena.

[5:15]

If there is anything that is part of the cultural life of this province, it's got to be the activities in the community centre. If you need any proof of that, you should have been in my position and in the position of the Minister of Labour at the time of the arena program. One has to have a proper perspective that what gives some meaning to the life in hundreds of communities in this province is the activity at the community centre, the activity at the arena and the programs that both paid and volunteer people themselves through their recreation commissions are responsible for. That certainly is to me as necessary to the well-

being of the people in that community as some of the basic services to which we make reference.

In fact, I venture to say that if some people had a choice between them, they would continue to choose some of these particular activities which at least help them to express themselves, whether it is a little group trying to learn to paint or whatever else. They would think in terms of the arts council and the work of the arts council and the stimulation of the agencies and the organizations, the richness of a large metropolitan area like Toronto with respect to the resources which we have here and the outreach of those resources and the support we are giving to sports governing bodies to provide coaching, training and facilities.

One could go on to talk about all of these programs which have been the subject matter of consideration by this committee, not to overlook the very important work of helping people to prepare for their citizenship and the whole multicultural field. You could list the inventory of all of these things which together make up the cultural life. I think it is very important to the people of this province that we have a very broad definition of what we mean by culture. I do not attach to that particular term the elitist definition of culture which is only the prerogative of a very few people. I talk in terms of culture as really being the sum total of the lifestyle and what makes up our way of life. I think hockey is as much a part of our cultural identity as the ballet. There are many things that have been done to open up our cultural institutions and our cultural activities to larger numbers of people.

Notwithstanding what may be the response of other governments, I can only say I can live comfortably with myself feeling that my job in the executive council of this province is to be the advocate for these particular programs and these services which I feel are very important to the growth and to the development of the people of Ontario. I say that with the same degree of sincerity which the member for Niagara Falls has attached to his comments in so far as questioning the wisdom in expending these sums for these particular programs is concerned.

When we get into the lottery business, the article in the Toronto Star was of some interest to this minister. It couldn't happen at a more interesting time as we approach this particular vote. I haven't seen that study. I read the study just a little differently to the member for Niagara Falls. I should draw his attention to the fact that though 44 per

cent really felt that the proceeds of lotteries should go into general revenue, I don't read 44 per cent saying that it should go for a particular designated purpose but I may be wrong. Fifty-two per cent still said it should go for culture and recreation.

Interestingly enough, the Star red headline didn't talk about the 52 per cent but rather talked about the 44. So be it, that is the prerogative of the editor. I'm impressed by the fact that 52 per cent of the people in that survey still felt it should go for culture and recreation, sports and fitness, although they didn't spell all those terms out, and that is section 9.

I was on an open-line program just this morning. While I'm not one to generalize on the basis of several telephone calls, I was impressed on that open line this morning by the types of comments and questions that were coming in. People with one exception—and I'll share that exception because I want to give a fair representation of what happened this morning—pleaded with me that we not see lottery revenues simply dumped into the consolidated revenue fund. They felt there was some wisdom in designation and that they saw evidence all over this province of the good works that were made possible by those who were playing that particular game.

I say, to the credit of the member for Niagara Falls, that this interest in health—indeed, he has brought this to our attention—was reflected when the Interprovincial Lottery Corporation through our own Ontario Lottery Corporation started its \$5 game. The unfortunate aspect of the Provincial is that I don't think its program—that is, the grants part of that program—is as well known as the Wintario grants program and, indeed, that is something that we should be doing something about. The proceeds from that lottery belong to health research and health-related environmental projects at the moment.

As I say, that may not be as broadly known, but here once again, so that I am not taking a lot of time from other people, the basic question before us is: Should this revenue source to which the government has access continue to be for designated purposes or should it go into general revenue simply to come out as other revenues of the province in some order, in some priority which is determined by the overall program of the government reflected as that would be in spending estimates?

At the moment, if you asked me that question, there is no doubt in my mind what my answer would be. I believe very strongly as far as this source is concerned that it be designated, and I make no apology for this

area of government responsibility, because I suggest to you that if you were, indeed, to review over the past several years, take 10 years, to see what share these programs got from general revenue compared to what health and education and the social services got for years, you would certainly see evidence that this particular area of government interest and responsibility stood back to allow very substantial moneys to go in those other areas. There was no question that in those great building years following the war, they got their real share.

All I am saying is there is a nice balance here, as far as I am concerned, between ensuring that the ongoing programs of this ministry are funded in a very open and in a very deliberate and in a very legitimate way from tax sources, and we have a few dollars from the lottery which we can use to do some special things which otherwise might not be done, and if that lottery was to lose favour with the people of Ontario tomorrow morning, we've got those things in place and we've got money to carry on some operating things.

Another thing I was impressed with this morning on the open-line show was the public confidence in the lottery. One caller in particular went out of his way to point out that the confidence the public had in the lottery corporation and the game was a very important matter.

Although I could go on in this particular issue I don't want to be unreasonable. I would point out there are two other things I want to speak to.

Members of this committee will see that the increase in the health budget, which will be considered by this committee subsequently, is about \$300 million. Although there are those who talk in terms of about \$70 million being the guess as to what Wintario will produce in net revenues for the government during this fiscal year, a more cautious review would say that we would be fortunate to earn \$60 million. Whatever it is—I'll use the figure \$60 million because I would rather be more cautious—it would take five years for Wintario simply to meet the increase this year in the health budget. We are talking about a budget of just about \$4 billion. Wintario couldn't keep it going—I don't know whether that would even mean a day, with \$60 million.

I'm not trying to minimize the importance of \$60 million. I am trying to be very practical when you think in terms of the amount that is involved. I would be very upset if, in fact, we overlooked the fact that what we really should be doing in the health field—and this is something which this committee will be

into very shortly, tomorrow—the constraints and the restraints on health at the moment are very legitimate in themselves regardless of the source of money. Simply shovelling in more money doesn't really alleviate the necessity to impose very serious constraints and restraints on a fast growing spending program of government whether you've got money or not.

The fact that you've got \$60 million doesn't mean that you relax that particular effort, and I think that is important. Surveys do not seem to support that local lotteries suffer greatly from Wintario. That's a matter of fact which we can discuss at some other time. Indeed, many organizations have abandoned having these draws themselves anyway. They make just as much money as retailers of Wintario tickets. Why go to all the bother of running your own draw when you can become an agent for Wintario and over a period of time make substantial money?

The American firemen, as I told you last year, in St. Catharines do all kinds of good works for MS because they sell tickets. The St. Catharines Rotary Club does the same thing. Hundreds of service clubs are selling the tickets. I understand there may be some effect on province-wide draws. I can't speak to that, except that I would hope that the Provincial would be seen as responding in some way there. Any lottery, regardless of what lottery you're in, really should be looked at as providing ongoing day-to-day support for any organization within the framework of the principles. With some apologies for taking so long, I think that would be my response.

There are a number of other things that we should say about Wintario. I know the pressure is going to be increasingly greater as we think in terms. It seems to be a very simplistic thing. I'm a member of this Legislature. I have a constituency office. I know what people are coming and telling me with respect to a number of things. My job is to share with them some information. You would be surprised how they seem to think there is just money all over the place here coming in from the lottery, until they really understand what is available.

We have a lottery known as Wintario which in this fiscal year is estimated to produce \$60 million. I put that on the record for purposes of your subsequent discussion. We estimate that the Provincial lottery this fiscal year may produce \$30 million or \$32 million. I don't know whether it's going to produce \$30 million. It may be even less than that. These are considerable sums. Let's not overlook that. On the other hand, I would like to think that

there would be some element of support for designation.

I close with this thought. There are those who don't think we should be in the lottery business at all. That's an interesting discussion. We decided, once the Criminal Code was amended and after a great deal of study, to respond by going into it and saying that there were large sums of money going out of the country, so why shouldn't we have them for some positive programs here. I don't minimize the feeling and the conviction of those who raise real concern as to where are we going in this whole area of gambling and giving people the impression they can get something for nothing. I get a lot of this mail. In case I forget, my bishop reminds me about this fairly regularly.

Mr. Chairman: Mrs. Campbell indicated that she wished to speak. We have been 24 minutes, Mr. Kerrio, on this and I should allow Mr. Grande to go forward and make his comments. Then if there is any time left, perhaps Mrs. Campbell could have a chance to voice her opinions on this vote.

Mr. Grande: Let me state, first, that I'm disappointed in the agreements supposedly that were tabled here this morning. It's a copy of an agreement and I had that information pretty well from what the minister had tabled in the Legislature.

Hon. Mr. Welch: I think it's important, if I could speak to that—

Mr. Grande: Let me conclude. I always understood and the minister did send me a letter to that regard that he would be able, at any time, to table the agreements that were signed between a private club and the ministry because I'm sure that it's not a copy like that that is signed. There must be some changes to reflect the kind of regional concerns. Thank you very much, but this is not of any use to me.

I would like specifically for those particular places or groups that I have mentioned to have a specific copy of the agreements signed between the ministry and that group so that I can see it and the people in the particular areas can see what the conditions are. Hence, they could hold that particular group or club accountable to what they signed with the ministry, if nothing else.

[5:30]

Hon. Mr. Welch: Each of those files to which the hon. member made reference is at a varying stage of development. It may be that all we have out at the moment is a conditional commitment. One of the com-

mitments would ultimately be the signing of an agreement. As I say, they are at various stages; and certainly to the extent that we have reached an agreement stage, I would be very happy to provide any information from any file. I now have the list of those files. I must apologize. At the beginning of this vote you put it in a fairly general way, that you want to know what the terms of any agreement are in those files. I understand that question.

Mr. Grande: This is specifically for each club.

Hon. Mr. Welch: The point is that by asking the question that way you really do help me in my answer to point out that each one would be different — obviously. That is why it was confusing me at lunch-hour today when I was trying to think in terms of what of a general nature we could table, because in effect each one would differ depending on the applicant and the nature of the thing.

Mr. Grande: So file the agreement that was signed between the ministry and the private club. That is all. For example, certainly you must have some kind of an agreement with the Stoney Lake Yacht Club. You have already given them \$13,321, so therefore you must have an agreement to give them money.

Hon. Mr. Welch: I'll follow up on that basis.

Mr. Grande: Since I do not have that information it is impossible for me to go on.

Hon. Mr. Welch: I don't know.

Mr. Grande: I spoke in general terms last year regarding this area so there is no point in really going over the same things. I don't like repetitions, although it seems to me that you have to get involved with repetition here. As the Liberal member was saying, he has been here now for 10 or 12 years—

An hon. member: Just a few years.

Mr. Grande: —and he has been repeating the same things all the time and they still haven't sunk in, so I guess I'll look forward to being here another 15 or 20 years.

Hon. Mr. Welch: If by providing you with answers more quickly we could prevent that, Mr. Grande, I can assure you I will go to work on that.

Mr. Grande: You have attempted on many occasions, not successfully though.

Hon. Mr. Welch: But the offer still stands. I don't want there to be any misunderstanding.

Mrs. Campbell: What offer?

Mr. Grande: I want them tabled.

Hon. Mr. Welch: I think I reported this morning that since September 15, 1975, we have approved 15,170 applications for Win-tario. We have 15,000-plus successful appli-cants. I invite any member to come in and look at any one of those files. I told you that before.

Mr. Grande: Mr. Minister, you have. But you said that you will table those memoranda of agreement, and that is what I was looking forward to having here today.

Hon. Mr. Welch: I'm sorry. I misunder-stood; I didn't think we were to provide each of those agreements.

Mr. Grande: And you also said at one par-ticular time that you were going to make those memoranda of agreement public.

Hon. Mr. Welch: Let me take a look at that.

Mr. Grande: I am interested in finding out what you signed between the private clubs and the ministry. I think the people in the different areas are interested to find out what the conditions are so that they could then, in essence, work on your behalf to make sure that the private clubs are going to live by conditions that were agreed when you signed, because they are making use of public money. It is a simple request. But anyway, thank you for these pieces of paper.

I want to talk about that Greenhills Fun-land one—not in relation to any specific but in relation to the Ontario Heritage Founda-tion and the 166 acres of land that were turned over to the Greenhills Funland, the private profit-making enterprise.

Hon. Mr. Welch: I have that informa-tion.

Mr. Grande: I was given the understanding that it is the Upper Thames River Conserva-tion Authority that has management of those lands and the agreement was struck between Greenhills Funland and the Upper Thames authority. Mr. Powell, who is with the con-servation authority, informs me that it was indeed the Ontario Heritage Foundation which signed the agreement with Greenhills Funland. So, therefore, there has got to be, and I have to have, I want to have, that agreement that was signed between the On-tario Heritage Foundation and the Greenhills Funland.

Hon. Mr. Welch: The hon. member would have been told that in the arrangements be-tween the conservation authority and Green-hills Funland Limited, the Ontario Heritage Foundation was a party. We call it in agree-

ments a party of the third part because they are the owner. The owner leased to the con-servation authority and the conservation authority then dealt with Funland. If I were the solicitor for Greenhills Funland, I would want the Ontario Heritage Foundation on there consenting to the thing in some way. That's different to talking about a direct arrangement between the Ontario Heritage Foundation and Greenhills Funland.

Mr. Grande: I understand that the situa-tion is quite different. When the Ontario Heritage Foundation came up before this committee for the vote, we were told that all the Ontario Heritage Foundation did was to consent to the agreement. Now I discover that the signatories of that agreement are the Ontario Heritage Foundation and Greenhills Funland.

Hon. Mr. Welch: Only?

Mr. Grande: That's what I understand.

Hon. Mr. Welch: No, no.

Mr. Grande: The Upper Thames River Conservation Authority was just managing it and decided to have private applications for its use because it did not want to continue without land and keep on managing it.

Hon. Mr. Welch: If I can do this very quickly, we are talking about 173 acres of land in the township of Westminster in the county of Middlesex. These lands were owned by a Mrs. Betty Weinstein who conveyed them to the Ontario Heritage Foundation in December 1974. By an agreement dated December 31, 1974, between the Ontario Heritage Foundation and the Upper Thames River Conservation Authority, the parties agreed the conservation authority would be responsible for the administration and the management of the property for 25 years with an option to extend the agreement for another 25. Under this agreement, the con-servation authority became financially re-sponsible for the property in addition to its administration and management responsibi-lities for that property.

On August 1, 1975, there was a lease entered into between the conservation author-ity and Greenhills Funland Limited. If I am reading this correctly, the Ontario Heritage Foundation was named as a third party in the lease, as I mentioned, primarily at the insistence of Greenhills Funland Limited since the foundation was the owner of the property. Coincident with the lease, the conservation authority and the foundation—

Mr. B. Newman: The lease is in—

Hon. Mr. Welch: No, I'm not. I heard that interjection and that's unfair. Do you not think this member is entitled to an answer?

Mr. B. Newman: Sure you can give him the answer.

Hon. Mr. Welch: Then why would you suggest that I am wasting time or killing time?

Mr. B. Newman: I didn't say you were wasting time.

Hon. Mr. Welch: That's what you said. Coincident with the lease, the conservation authority and the foundation entered into a supplementary agreement, dated August 1, 1975, wherein provisions of the custodian-ship agreement were slightly amended.

I will end there because I wouldn't want to be accused of trying to talk the clock out. I think it's very important that you have this information since you have made a telephone call which would suggest you are getting different information. There's no question there would be three signatories on that lease.

Mr. Grande: Could I ask a further question on this? I would like to find out what is the complicated formula of the rent that Greenhills Funland then pays to Upper Thames or to Ontario Heritage Foundation?

Hon. Mr. Welch: It's all here. If I could just dig into these estimates, I'll get it.

Mr. Grande: Could I have a copy of that?

Hon. Mr. Welch: Yes.

Mr. Grande: I am really interested in following this up for next year and not really this year. If I could have the other information, I would be very happy with it.

Mr. Van Horne: Mr. Chairman, could I ask a supplementary related to this?

Mr. Grande: I have two other items and then I will be through with it and possibly there is going to be some time left. I am not planning on going on and making any statements here. But if it's on this matter, go right ahead.

Mr. Van Horne: A constituent of mine back in 1975 was hoping to do some enterprise on that particular piece of property. Probably this is all after the fact, but the concern expressed by that constituent to me was that in the process of selecting the party who would ultimately run this there was a fairly involved set of negotiations. There was the provincial government, the township, the Weinstein family, the UTRCA and perhaps one or two other bodies.

Some people in London who heard of the end result, that is, that Greenhills would operate under this new management team—I believe the parties concerned are Messrs. Copp and Sifton; I may have that wrong, but that's my understanding—said: "Why should

we be surprised? These people have been staunch supporters of the Tory party for some years." That was a quote that was passed on. There were some pretty nasty things said.

Hon. Mr. Welch: What were their names again?

Mr. Van Horne: Mowbray Sifton has a fairly large construction business. I would like to know, to clear his name, whether in fact there was any accusation made incorrectly about these gentlemen? I don't know where the ministry gets involved in trying to assess who is the party who is going to be the lucky one to run this enterprise, but in the light of the accusations thrown around I think it may be wise that these things are cleared up.

Hon. Mr. Welch: I don't know whether Mr. Otto might help on this subsequently, so that we are not taking too much time, but once the deal is made between the Heritage Foundation and the conservation authority, I don't know to what extent the Ontario Heritage Foundation would have any influence or any input with the conservation authority in determining, in turn, who it would deal with insofar as who would operate a golf course or any other recreational activity. That, I take it, would be something the conservation authority would be responsible for, whether by tender or by an invitation for proposals.

Mr. Van Horne: I don't know that either. Perhaps your staff could give us some background.

Hon. Mr. Welch: I would be glad to provide any information we have on that subject.

Mr. Chairman: Mr. Van Horne, with respect, we did come to an agreement in dividing the time. Mr. Kerrio used 24 minutes out of the 45, so could you pursue it with the minister and his officials privately?

Mr. Kerrio: I didn't use 24 minutes.

Mr. Chairman: That includes the minister's response to your question. That's the way we've been treating it all along, Mr. Kerrio.

Mr. Grande: I would like to find out the status of the application of the Ontario Weekly Newspapers Association. I understand that it is currently making application to Wintario for funds to be used to preserve Ontario's weekly newspapers on microfilm.

Hon. Mr. Welch: Yes.

Mr. Grande: We were talking about that in a previous vote, and at that particular time, to be truthful, I wasn't aware of this letter. What is the status of that application?

Hon. Mr. Welch: There is such an application. Mr. Otto could comment on where that is in the system.

Mr. Otto: Mr. Taylor, the executive director of the Ontario Weekly Newspapers Association, visited the ministry on or about March 8 and then directed letters on or about March 10 to let most MPPs know he was going to submit an application. The application arrived the other day, March 31, and we are actively considering and evaluating it. It does not conform in its present casting to a normal Wintario application in that it asks for 100 per cent of the funding proposal made and suggests the company which might be able to undertake this work. I gather there has been a good deal of discussion between the Ontario Weekly Newspapers Association and the particular microfilming company that has supplied the information in the application. But I've spoken with Mr. Taylor and I've assured him that I thought the objective of his project was a very worthwhile one and I hoped that there would certainly be a way that it could be achieved.

[5:45]

Mr. Grande: If you're talking about culture in Ontario, certainly the weekly or monthly newspapers in towns all over Ontario have a tremendous amount of information amassed. As we indicated during the conservation vote, that information should be stored and processed.

Lastly, because I keep a group of 2,300 senior citizens in my area up to date with information upon which they could act, I was directed to ask this question: What percentage of Wintario money is issued to groups of senior citizens in comparison to the total population? It seems that this group thinks it is very, very difficult for a group of senior citizens to get a Wintario grant since they do not have the possibilities of raising that two-thirds which is required to be raised from the private sector. I'm just wondering, statistically, from the thousands of grants you were talking about before, how many of those were specifically granted to senior citizen's groups across this province?

Hon. Mr. Welch: I don't know that anyone could really produce that figure off the top of his head.

Mr. Grande: Not necessarily today. I can get the information another time. I just wanted to know—

Hon. Mr. Welch: It all depends on whether they applied as an organized senior citizens' group. I'm sure that in all the

15,000 successful applications there would be a large number of people who are really senior citizens and who belong to an independent senior citizens' club or something.

Mr. Grande: I do understand that. They're quite aware of that. However, I just want to find out because they feel that senior citizens in this province—

Hon. Mr. Welch: Actually, the first Wintario grant, on September 15, 1975, was to a senior citizens' band—at Brantford, wasn't it?

Mr. Grande: And the last, to a private club.

Mrs. Campbell: Can-Can.

Hon. Mr. Welch: I didn't say that. Let the record show that I didn't say Can-Can. St. George said Can-Can. Actually it was a very good band. They played at the opening of the Lincoln county fair. I remember the night very well.

Mr. Chairman: Order.

Mr. Grande: Since the time is short, Mr. Chairman—

Mr. Chairman: It's already run out.

Mr. Grande: Oh, it has already ran out?

Mr. Chairman: Yes, you have about 10 seconds.

Mr. Grande: I guess the laughs took up the 10 or 15 seconds.

Mr. Chairman: Yes.

Mr. Grande: Let me ask just one quick one. I know you have different criteria for northern and southern Ontario and eastern Ontario re Wintario grants. I can think of many areas within my riding where people might want to put in an application to Wintario, but there is no prayer that they'll be able to raise the two-thirds. Are you thinking in terms of need and whether they have the ability to raise the two-thirds portion of Wintario?

Hon. Mr. Welch: I think one of the essential principles of Wintario is the matching principle. We're not contemplating any basic change with respect to the geographic designation which we impose with respect to the degree of sharing. But within the sharing principle, there are many innovative schemes that are allowed as credit to the share. There is the work in kind, contributions of volunteer time, and all that sort of thing. We usually find that when we sit down and talk to a group, we can be somewhat helpful to them in finding ways in which, other than active straight cash, they can get some credit for their contribution. I think we do that on

an application-by-application basis to see how helpful we can be.

Mr. Grande: Okay, I guess we'll go on another year and perhaps we'll set a specific time for Wintario again next year.

Mrs. Campbell: Mr. Chairman, on a point of clarification, I trust that those of us who have been sitting patiently and haven't been able to ask our questions will not be stopped, when we come into the Legislature, from

asking those in question period by the fact that they should have been asked during the estimates?

Hon. Mr. Welch: Not at all.

Vote 2908 agreed to.

Mr. Chairman: This completes the consideration of the estimates of the Ministry of Culture and Recreation.

The committee adjourned at 5:51 p.m.

CONTENTS

Tuesday, April 4, 1978

Libraries and community information program	S-139
Library services	S-139
Community information	S-142
Experience '78	S-147
Sports and fitness program	S-148
Program administration	S-148
Ministry capital support program	S-153
Wintario program	S-155
Adjournment	S-163

SPEAKERS IN THIS ISSUE

Bradley, J. (St. Catharines L)
Bryden, M. (Beaches-Woodbine NDP)
Campbell, M. (St. George L)
Gaunt, M.; Chairman (Huron-Bruce L)
Grande, A. (Oakwood NDP)
Kerrio, V. (Niagara Falls L)
Newman, B. (Windsor-Walkerville L)
Pope, A. (Cochrane South PC)
Sweeney, J. (Kitchener-Wilmot L)
Turner, J. (Peterborough PC)
Van Horne, R. (London North L)
Welch, Hon. R.; Minister of Culture and Recreation, Deputy Premier (Brock PC)

From the Ministry of Culture and Recreation:

Belfry, E., Co-ordinator, Capital Support Unit, Arts Division
Finlay, J. F., Youth Programs Co-ordinator, Finance and Administration Division
Ide, T. R., Chairman, Ontario Educational Communications Authority
Johnston, R. D., Deputy Minister
McPhee, R., Director, Citizenship and Multiculturalism Division
Noon, M., Manager, Capital Support Unit, Arts Division
Roedde, W., Director, Provincial Library Services Branch
Secord, R., Executive Director, Sports and Fitness Division
Smith, G., Manager, Fitness Services Unit, Sports and Fitness Division



Government
Publications

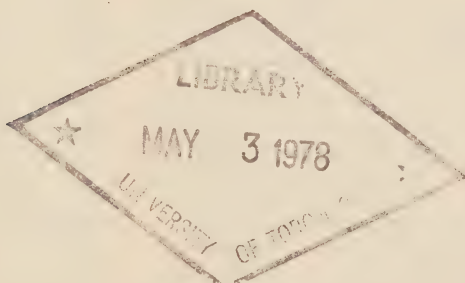
No. S-6

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Ministry of Health Annual Report, 1976-77



Second Session, 31st Parliament

Wednesday, April 5, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

WEDNESDAY, APRIL 5, 1978

The committee met at 1:09 p.m.

MINISTRY OF HEALTH ANNUAL REPORT, 1976-77

Mr. Chairman: I see a quorum. As the committee knows, the annual report of the Ministry of Health for the year 1976-77 has been referred to this committee for consideration and report as the committee may determine, pursuant to provisional standing order 7 of the Legislative Assembly. Perhaps I should explain the procedure which has been agreed upon. I'll do that briefly.

The procedure for today is that the minister will lead off with a statement. Mr. S. Smith will then lead off for the Liberal Party and Mr. Breaugh for the NDP.

Mr. McClellan: Pinch-hitter.

Mr. Chairman: Thereafter, the people who have participated in the opening statements will then be involved in the questioning. After that point, the committee will be open to any member to address any question to the minister in relation to the matter before us.

Perhaps I should explain the time. The House leaders have arrived at a decision to allocate a maximum of six sessions for these meetings. The time with respect to those sessions will be dealt with as follows: For instance, if the committee takes 10 hours to review this matter, then half of that period—in this instance, five hours—will be deducted from the total allocation of time to the Ministry of Health, which this year is 20 hours. So in the example I'm using, five hours would be deducted from the 20, leaving a balance of 15.

In terms of witnesses, the committee decided last night that perhaps we should make those decisions as to what witnesses are called before the committee at the appropriate time and as the committee proceeds. With respect to information, there was some discussion yesterday about that matter. I believe the minister does have something to say about that today. With those remarks, if the committee is agreed, we'll move forward with the minister's statement.

Hon. Mr. Timbrell: I'd like to comment on the exchange yesterday with regard to in-

formation. Let me at the outset say that my letter to you of March 31 was an honest attempt to answer what I thought your letter of March 16 asked. Obviously, that was a mistaken impression. I will on Monday table with the committee additional information which, from what I understand from yesterday's remarks by the Leader of the Opposition (Mr. S. Smith) and his health critic, I think will answer your needs and your requirements and your interests. I apologize for any misunderstanding there was on my part. We'll table that on Monday.

Yesterday in the Legislature I outlined the development and the extent of the Ontario health care system. I also issued a challenge to the members of the opposition, asking them to tell the people of Ontario exactly how they proposed to deal with the problems of financing the health care system and containing costs within that system. I repeat that challenge today. In the past few weeks there has been a great deal of talk about these questions. In my view, this has been beneficial because it has helped to increase awareness of some of the important issues in health care today. The difficulty, though, is while there has been a great deal of talk about these questions, I find there is a dearth of answers coming from the members opposite. I intend no disrespect to this committee, but I am quite sure that if the voice of the man on the street were heard here today, he would ask all of us to stop the partisan body-punching, the political posturing and get on with the business of government. I believe he would say: "If there are problems with financing the health care system and containing costs within that system, then tell us how you're dealing with those problems. Tackle those problems." In short, I believe he would say: "Get on with the job of government."

I welcome this opportunity, as I am sure the people of this province welcome the opportunity, to find out exactly what positive, concrete proposals the members opposite have to deal with these very fundamental matters. I caution only that in the course of the committee's discussion my colleagues in opposition keep in mind a few facts about the health care system, facts which I believe are central to the issues at hand.

[1:15]

To begin with, we are talking about the finest health care system of its kind, and I make that statement without reservation. In terms of personnel, in terms of facilities, in terms of accessibility, in terms of quality of care and in terms of management, Ontario is far ahead of other jurisdictions. The record of this government in the field of health care is one of consistent progress. Over the past years we have steadily increased the scope of insured benefits, encompassing greater and more comprehensive services to the point where today we have a truly universal health care program.

The members of this committee are familiar with the elements of the Ontario health care system so I will not list the accomplishments or the services that are provided on a daily basis. However, let me give you a brief example I feel will illustrate the importance of the system we have in Ontario to the average citizen. The members know the average cost in Ontario hospitals is about \$120 per day. But I recall seeing some figures last September on the cost of an operation at a hospital in western Ontario. There are always difficulties in holding costs up in isolation but at this hospital an open heart procedure with prior hospital admission for a diagnostic workup costs about \$7,400.

I also thought the members would be interested and perhaps a bit surprised, as I was, to learn that OHIP recently paid a claim to an American hospital on behalf of an Ontario resident for about \$38,000. This payment was made for an Ontario citizen who suffered from a cerebral embolism while on vacation in the United States. I think the members are aware that we also paid a claim recently to another American hospital for over \$84,000—\$84,000 American dollars I emphasize—again, on behalf of a vacationing Ontarian who became ill very suddenly.

Mr. S. Smith: You don't pay in German marks, eh?

Hon. Mr. Timbrell: Nor Swiss francs.

These figures aren't on the scale of the billions of dollars we have heard of in recent weeks in reference to the health care system as a whole, but I believe they do put a human dimension on the topic of costs. I believe these figures help to illustrate the value of the system to the citizens of the province. Put simply, our health care system has eliminated the twin spectres of financial hardship and inadequate treatment.

This government considers quality health care a right of every citizen in the province regardless of personal financial circumstances.

I ask the members to reflect not just on the figures I have quoted but on the truly devastating costs that could be incurred by an individual facing a long-term illness if it were not for the Ontario health care system.

The members of the committee are aware that health care costs are skyrocketing around the world, often exceeding the rate of growth of the economies of western countries. The members are also aware that these costs are under control in this province. Between 1970 and 1975 the growth in health care costs exceeded the growth in the gross provincial product by 11 per cent, but between 1975 and 1977 the GPP increased by 29 per cent while health care costs increased by 27 per cent.

This is the positive result of the full acceptance of our financial responsibility of the development, direction and administration of these services. In the health care system, each additional service, each additional practitioner and each additional facility produces an additional demand on the public purse. This is a fact of life. We are making more efficient use of our resources, amalgamating services and hospitals, changing staffing patterns and introducing other cost-saving measures such as increased emphasis on day surgery.

We have closed surplus active treatment beds and have continued to work with health councils and hospitals to achieve the optimum number of beds in each community. We have reduced the average length of stay in an active treatment bed from 10.3 days in 1969 to 8.1 in 1976. We have given hospitals an indication of budget levels for two years to allow more time to plan within constraints.

We have controlled the growth of laboratory services across the province. We have closed three public health laboratories. We are rationalizing ambulance services across the province to achieve maximum efficiency. We have controlled the immigration of physicians, held the intakes of medical schools to current levels and cut the enrolments in nursing schools. We have closed two psychiatric hospitals and shifted emphasis to community mental health programs. And while costs of health services have increased, the ministry has accomplished a staff reduction of 1,600 in the past four years.

As well, administrative costs of the OHIP program are now about five per cent against a claim factor of almost \$1 billion a year. This is significantly lower than the American average of 6.75 per cent. For further comparison, the administrative costs of the Blue Cross program in New York state, which

has a claim factor roughly equivalent to that of Ontario, averaged 7.5 per cent.

Mr. Chairman, achieving economies is only half the story. While we are tuning the system through selective reductions on the one hand, we are freeing up resources for the introduction of new programs on the other. We are determined to accommodate new initiatives, such as genetic counselling, screening for hypothyroidism and new technologies like computerized axial tomography scanners, which we are introducing on a planned basis.

In short, we seek a balanced progressive system. We are reshaping the health care system to ensure that it continues to meet the needs of the people of Ontario. We are increasing emphasis on developments that will ensure that even better ways of delivering care are available to all citizens, that the system remains responsive to all citizens, that it continues to foster scientific and technological advances and, finally, that it is managed and operated in the most effective manner so that the cost of health care can be contained.

We will not cut back arbitrarily on either the health care services or their quality. We are, however, committed to the containment of costs without jeopardizing the system. As the members know, we have studied various methods of curtailment costs. Some of these have been drastic, including specific service reductions, deferring expansion of chronic care programs, the elimination of some research components, the elimination of elective out-of-Canada benefits and, as members are all well aware, the closing of some hospitals or whole wings of hospitals. As well, there were other considerations, such as a deterrent fee related to OHIP and the introduction of a co-payment within the drug benefit program, for instance.

It bears repeating that all of these alternatives were rejected as inappropriate at this time. As I have said on numerous occasions, free health care simply does not exist. We must deal responsibly with the issue of costs. At the same time, we must deal sensitively and practically with the process of change in the health care system. We cannot demand overnight transformations. We cannot slash programs and add new ones on an ad hoc basis. We must proceed from a basis of logical planning.

I repeat again my challenge to the opposition members: tell the people of Ontario, to quote from the press release, your cheaper alternative to the premium system. Tell us your solutions for financing the health care system. Tell us your proposals to deal with

controlling rising costs in the system. Let the people of Ontario hear, and weigh the substance of your policy suggestions for their health care system. I believe all of us are eager for this opportunity.

Mr. S. Smith: I look forward to responding to the challenge of the minister so that by the end of this series of committee meetings we shall be able to put before the people of Ontario alternatives to what we believe is a very unjust, very unfair and very regressive 37.5 per cent increase in OHIP premiums. I trust that this committee will be able to proceed under your excellent chairmanship, sir, in a constructive fashion, whereby with the co-operation of the ministry and of other ministries as well, if the occasion demands it, we will be able to have the facts and figures upon which intelligent decisions may have been based in the past and upon which we in this committee can base intelligent decisions when trying to provide alternatives for such a complex matter as a 37.5 per cent increase in OHIP premiums.

I see that the job of this committee really is to find such alternatives. Naturally, the alternatives would have to be either on the revenue side—alternative ways of raising revenue from the taxpayers of Ontario—or the expenditure side—ways in which money can be saved in the Health ministry and, for that matter, in other ministries as well. Also, there is the possibility of shifting revenues already being collected but utilized for other purposes. Naturally, some combination of revenues and expenditure changes might serve to provide a genuine alternative, in my opinion, to the unconscionable increase of 37.5 per cent in OHIP premiums.

I would say that the Health minister is doing his best in the face of a difficult situation to defend his ministry which, I think, has been in many ways unfairly picked upon by the Treasurer (Mr. McKeough) in this way. The Treasurer has made a decision to go very high profile at this time with the Health ministry and to tell everybody in Ontario all the wonderful things that we've all been getting from our health system—and certainly I doubt that anyone here wishes to abolish medicare. I began to think from the first few pages of comments by the Health minister that he thought someone was going to suggest that.

The fact is that the system is one which people value. People are worried about their health; people have a general feeling that costs have gone up over the years. It is not hard to make the argument that health costs have gone up like everything else in society. The Treasurer has taken advantage of that in

order to launch a program of advertising—which the public is paying for, I may say—to tell people that there is no such thing as free health care and that since health costs have gone up we have got to pay for them somehow.

The truth, however, is somewhat different. The truth is that if you look at all the ministries, the Health ministry is hardly the one that should be forced to shoulder the blame and to go up front nowadays about what high-cost government is in the province. The Health ministry, according to the Treasurer's own figures, has kept the increase in its spending during the last couple of years below the level of increase of any other health ministry in Canada. For the Treasurer to pick on the beleaguered Ministry of Health, to put it forward as the whipping boy and to say that when he needs to raise \$271 million in general revenue he is going to pick the Health ministry as the place that is going to have to raise the money and justify his revenue requirements, I think he has unfairly picked on a ministry that has at least made some effort in the last little while to control its costs.

I wonder if the ministries, apart from the Health ministry, have made the same efforts. I think it is unfair that the Ministry of Health has been put forward in this way as the whipping boy. I think the minister is frankly the fall guy. There is now growing up an argument about OHIP premiums which has somehow turned into an argument about health costs. The truth is that the two have very little to do with each other.

As I have pointed out to the House on other occasions, in 1976, when OHIP premiums were increased 45 per cent, the Treasurer made it very clear that he had concluded that the new premium rates would pay for 28 per cent of the insured services. I trust that during the deliberations of this committee we will not have any attempt to fog up the discussion by talking about all the expenses of the Health ministry for public health labs, mosquito control and heaven knows what else. We are talking about insured health services, and I trust that for the duration of this committee you will draw anyone who strays from that back to the point of insured services, and not overall Health ministry costs, for heaven knows what they may wish to spend it on.

For insured health services, 28 per cent of those costs were met out of OHIP premiums after the recent 45 per cent increase in the 1976 budget. The Treasurer at that time stated, after careful study I am sure since he never makes any statement without careful

study, that that was a suitable long-run norm. The long run has been considerably shortened. The Health ministry has done its best over the past two years to keep its costs somewhat within control, although I think there still might be room for improvement. But they have done a job to at least try and they have kept their increase year over year to something reasonable. In point of fact, if we wanted to stick to the 28 per cent long-run suitable norm of the Treasurer, all we would have to do is to increase the OHIP premiums this year some nine per cent, approximately. That would cover the increase over the last two years in the insured health services cost.

The minister knows that—he is very familiar with that. In his own statement here, he points out how his ministry costs have not gone up vis-à-vis other ministries, and furthermore they haven't gone up as compared to the gross provincial product. He says this on the fifth page of his documentation which he read to us. Costs, as he says, are under control. Of course, he has a point.

So the question is very simply why has the Treasurer decided to go above the nine per cent that would be necessary to cover his 28 per cent guideline? Why has the Treasurer decided to increase the OHIP premiums 37.5 per cent? The reasons given are as follows: The first thing the minister says is that health costs are going up. "We have a wonderful health system in Ontario. You wouldn't want old people not to be able to have care. You wouldn't want somebody not to get their operation paid for if they were in the United States or had an accident, and so on. And after all, health costs have gone up, so it is very important that we learn we have to pay for health costs."

[1:30]

They have not gone up substantially since 1976 when he made the statement of the long-term norm of paying for these health costs by the premium route; 28 per cent was suitable then. In fact, even that is the highest of any jurisdiction which still is able to charge premiums in these matters in Canada. So clearly the notion that we are paying for increasing health costs by this increased OHIP premium is phoney; it's as phoney as a three-dollar bill. There is not the slightest relationship, in genuine terms, between the increase of 37.5 per cent and health costs. Or to be more accurate, there is a slight relationship: nine per cent is related to health costs.

All the rest of it is a phoney attempt to raise revenue for other purposes, whatever they happen to be, laudable or not. It is a pure attempt to raise revenue, and to hide

behind the skirts of a very high-profile ministry that people are ready to believe somehow has high costs. Frankly, I think it has been an insult to the minister and to his officials that they have been rendered in the public mind as spendthrifts, as people in charge of a ministry that is simply soaring out of control, when in point of fact they are simply being used as the scapegoat, the whipping boy, the front man, for the Treasurer's attempt to raise revenue without appearing to be raising "taxes."

What else does Mr. McKeough say as far as his excuses for tacking on a 37.5 per cent increase is concerned? He says, "There are very many excellent studies that say you have to have premiums at 33 per cent." Of course, he just said 28 per cent a few years ago; but he has changed his mind. "Why, Mr. Treasurer, have you changed your mind?" we ask. The Treasurer says, "The Taylor committee said it should be a third." When you ask the Taylor committee what they base that on, they say the Treasurer made a statement something like that just a couple of years ago, didn't he?

The minister said the council of health in 1973 also said one-third was a reasonable figure. But if you look at the council of health statement you will find that at the time they made their study and their statement, actually premiums were bringing in about a third. The council of health made a number of recommendations for keeping costs down, and said that provided those recommendations were brought in—at least I presume that's what they intended—a third struck them as what was going on at the time and struck them as fairly reasonable in the future. That's all.

However, I hope the Minister of Health is not suggesting that when the Treasurer makes out his budget and comes up with a 45 per cent increase in OHIP premiums—as he did in 1976 when he told the people of Ontario that that would mean premiums pay 28 per cent of health costs—that the Treasurer didn't even read the Ontario Council of Health report at that time. I trust that since we all in this Legislature read the Ontario Council of Health report very carefully when it came out, as I am certain the Treasurer must have done, being such a high-profile ministry because it spends so many billions of public dollars, the minister is not suggesting the Treasurer never read the report.

Therefore, I must assume the Treasurer already took into account the report of the Ontario Council of Health when he made his statement in the budget of 1976; and he simply decided that his 28 per cent was a

better long-term norm than that of the Ontario Council of Health. So in point of fact, there is not the slightest study, not the slightest shred of evidence, not the slightest recommendation based on new work, that has come before the Treasurer since he made his statement in 1976. And his sudden change to try to cover so much more of insured health costs by the premium route can only be a decision on his part, arbitrary in toto, to raise revenue by a route which he prefers.

What are his reasons for preferring that route for raising revenue? He finally admitted in the House that really he was just trying to raise revenue and he said, "Well, where would we find the \$200 million?" We'll talk about that at the end of this committee hearing, not at the beginning. But he says basically he wants to raise his revenue this way and he says it's a really good way to raise revenue.

Why is it so good? The first thing he says is, "It's a visible link with health costs." That's a marvellous statement. You know, as someone who has had a little time to study human behaviour and at one time considered himself to have a minor degree of expertise in the matter, I really am interested in the Treasurer's view of human psychology. It would be a study in itself.

The Treasurer says that raising OHIP premiums is a visible link with increasing health costs. You have to wonder, what does the man have in mind when he says that? The minister has just told us that health costs have hardly gone up at all in the last two years since the Treasurer's original statement. So, far from being a visible link with real costs going up, they're a visible link, I suppose, with possible future costs going up. Also, they're a visible link, I suppose, somehow or other with general expenditures which might come about as a result perhaps of negotiations with the OMA. One can only speculate.

But what does this visible link mean? Surely it's only a meaningful statement if it means that when people have to pay more in premiums they're going to use the system less for unnecessary purposes. That has to be what it means. Otherwise what's the point of a visible link? What in heaven's name is accomplished by a so-called visible link with health services?

The question is, when people have to pay more in premiums, do they in fact utilize the system less—and less for unnecessary purposes, which obviously must be what we have in mind? It's a very interesting question. And there has been not a shred of evidence produced, nothing has been put

before us, to indicate this to be a fact. There's no evidence that in those provinces where the premiums are higher that people utilize the system less or there is less unnecessary surgery or whatever.

Nowhere is it indicated that people in Ontario who have the premiums paid for them by the government and whose utilization of the system can therefore be compared with those who do not have the premiums paid for them by the government, nowhere is there any indication that those whose premiums are paid for them by the government use the system more. In fact, the facts show otherwise, and I'd be interested if the minister has anything different in this regard. The facts that we in the opposition have been able to find indicate that those who have the premiums paid for them actually use the system less than those who pay their own premiums.

The Treasurer's view of human psychology is that a person is going to sit there with a sore throat and think to himself, "Should I go to the doctor or shouldn't I?" Then he's going to say, "Boy, those OHIP premiums are getting awfully high. I remember paying it last April, and God, I tell you they're awfully high. Maybe I won't go to the doctor."

I would say to you that just as reasonable a view of human psychology will be a guy who sits there with a sore throat and says to himself, "I really shouldn't bother going to the doctor, but you know, I had to pay another 144 bucks and I haven't gone to a doctor in years. What the heck, my neighbour goes to the doctor all the time. At those prices, maybe I ought to get my money's worth, too."

I don't know which is the true view of human psychology. I do not believe tests have been done. I challenge the minister to show me these tests. But I would suggest to you that the latter view, which I pointed out to you, is just as reasonable a construction of human psychology, if not more so, than the one of the Treasurer, which suggests somehow that if you punish people by making them pay premiums, then in point of fact you somehow accomplish a saving of some kind. So clearly there's not the slightest shred of evidence in favour of the Treasurer's purported defence of this unjustifiable increase.

What else does he say? He had some interesting comments yesterday. I only wish he were here instead of this minister. No offence to this minister, of course, but his speeches lack some of the more sensational creations of insubstantial nothings out of so-

called facts that I felt marked the Treasurer's comments yesterday.

He was able to tell us that it would be a terrible thing to raise money from corporations, because corporations are heavily taxed enough. Then he went on to say that the OHIP premiums, because a lot of it is paid by corporations, is in fact a tax on corporations to some extent. But you wouldn't want it to be written down as a corporation tax, because if it were written down as a corporation tax, rather than just a tax paid by corporations, then people would get awfully upset. It would hurt Ontario's competitive position.

He imagines that some darned fool somewhere is going to look at a list of Ontario taxes and look under "C" and see "corporation tax" and somehow compare this jurisdiction with others and, provided that number was sufficiently low, he wouldn't bother to find out that in fact corporations were paying a whole lot more than that in Ontario because of the fact they had to pay OHIP premiums in many instances as well. It's just a marvelous piece of assumption that corporations and corporate directors are as naive as the Treasurer would like them to be.

It's the same with income tax. He says it would be a terrible thing to be taxing individuals by the income tax method. But he goes on to say that the OHIP tax has a wonderful thing in it; namely, that it taxes individuals. The marvelous thing about it is that the individuals don't realize they're paying tax, because you see, it's an OHIP premium and it's not a tax.

For the people who are paying it I take pains to point out—and it's that time of year for all of us, and I'm sure all of us suffer through this—that when you write out your tax form and so on and so forth it really comes to the same thing, whether it be OHIP premiums you're paying or income tax. I don't understand the Treasurer's single-minded view that if you don't call something a tax, no one will notice that it's a tax. It really staggers the imagination.

In any event, the worst thing about this is not that it falls on individuals, but that it falls upon them very unfairly—very unfairly indeed. It hits hardest at one group in society that I would have thought the minister and the Treasurer and I would all agree should be defended. That's the group in society who are above the welfare level, who are out working, who are trying very hard to keep up their dignity and keep their heads above water but who are the lowest paid among our workers who are still out there working. That group in society gets hammered by this in-

crease, provided they pay their own—and I recognize 75 per cent don't; I understand the politics of it—but 25 per cent do and that group is getting hammered at a rate which makes them by far the most highly taxed people at that income level in the country.

That really is not fair. It really is wrong. The Treasurer must know it's wrong. Members of the committee must know it's wrong.

It should not be beyond our ability and our ingenuity, if we have to have revenue, to assess it in a manner that is paid for according to ability to pay. Surely that's not a difficult principle.

In any event, the Treasurer fundamentally has used this as a revenue-raising device and has used a device that's most unfair, but which I guess is one he feels is politically attractive. It doesn't sound like a tax; it's paid for by the employer in 75 per cent of instances; it is related in some peculiar way to health. Look, even we, having been drawn into the trap, basically, are here busy discussing health costs when the truth is he's really just raising revenues. So it works. He's obviously politically astute. It works.

I guess he figures that it doesn't sound like a tax and 75 per cent of the people get it paid for them and he can link it up with health, which people are kind of scared about anyway. Thus he can get away with it. He does not have to come in the open and show that his expenditures generally are not well-controlled and that he has therefore to raise revenues at a difficult time in our history economically. He does not have to be honest with people and say, "Look, I'm sorry, but we've got to raise revenue and here's how we're going to have to do it," and do it fairly.

He has chosen to do it unfairly and unjustly, and I hope members of the committee will recognize that that's what's happening and I hope the minister stops being a fall guy for the Treasurer in this regard.

[1:45]

Let me summarize then by saying our purpose in this committee will be to find alternatives to the Treasurer's plan. We will want from the minister as much information as possible about his ministry which is, after all, a very large one, and to the extent that savings can be suggested in his ministry, then we will, of course, do so. We will look forward to a useful and constructive exchange with him.

In many instances, we do not have access to the facts and figures required. We have ideas. We have some indication of things we think should be seriously considered, such as a statement of health costs to go to every

person every year, so that he or she knows how much has been spent on his or her behalf. We are interested in the use of a card, the way they do in Quebec, where service is stamped on a little service station-type device each time one goes to the doctor. In that way, the doctors can't bill inadvertently or otherwise for services not rendered and people know what's been spent.

We are interested in a number of proposals. We are interested in what the Ontario Economic Council has suggested. We are interested in suggestions that have been made by many committees that have looked into things over the years. We will be asking the minister, therefore, what he has done to put into effect various studies. We will want to know what studies he has done about how the impact of OHIP premiums would fall on people at different income levels in society. We will want that information from him. We will want all the information he has that might indicate that raising OHIP premiums would somehow or other decrease unnecessary utilization of this service. We've seen no such studies. We'd be interested in what he might have.

We point out that in budget paper B in 1976 on pages 6 and 7 the government speaks of a program to control costs. We would like a list not only of things the ministry has done but how much money precisely was saved by the program they did put into effect and what they thought the cost implications would be of those programs they've not put into effect. We want to know about the various systems which the minister says have been rejected. We want to have information from him so that we can understand why he has rejected certain of these proposals.

He mentions deterrent fee and co-payment within the drug benefit program. What other proposals were discussed, for instance, and what are the financial implications of that? We don't want horror stories about leaving the aged out on the sidewalk and eliminating research and so on. What we want to know are some of the real matters which have been considered by the ministry.

We want to know, for instance, what are the financial implications if some of the free OHIP premiums for the elderly were regarded as taxable benefits, for instance, above the income level of \$15,000 a year, just to take an example? What if those were regarded as taxable benefits? How much money would that mean to Ontario? We don't know the answers to that. We want to know what we're rejecting, if we are rejecting certain of these things.

We would like to know how many claims are out-of-province claims and so on. We want to know how many claims come from different age groups which may be out of the province. We're interested to know about hospital administration costs. We want to know in hospital administration costs, particularly since 1976 when the austerity program was introduced, what studies the ministry has to demonstrate, what kind of cuts have occurred in the hospital administration costs. We want to know about the administrative costs of ambulance service. We note in the estimates some increased expenditure in administration of ambulance service. We have no way of knowing what this is about and we would like to hear from the ministry regarding that.

We want to know what the ministry can tell us about any change in surgery rates since 1976 for hysterectomies, tonsillectomies and cholecystectomies—gall bladder operations. We want to know what internal reports may exist within the ministry regarding a change in methods of funding private labs, just as an example, and what the ministry's view is of the Hamilton district health council's program in lab medicine. We'd like to have an update of the enrolment statistics on the basis of subscribers, paid and not paid. We'd like to know the definition of an Ontario resident.

These are questions we will raise from time to time during the committee. I hope at the end of our deliberations that we will be in a position to put before the committee a Liberal Party alternative as to how we would cope with the present budgetary crisis of the province, and I can assure the members that we will find an alternative that does not entail a 37.5 per cent increase in OHIP premiums.

Mr. Breagh: I assume the psychiatric advice passed out this afternoon was free and that OHIP will not be billed for it. While we have the Treasurer in a horizontal position, maybe we could just stick a flower in his mouth and close the lid on the casket and do us all a favour.

I don't suggest this is a very difficult exercise to understand. I think the Treasurer and the minister are simply recognizing that 64.7 per cent of people covered by OHIP are in a group, that the vast majority of those have some kind of benefit package negotiated, and that you're into an exercise where, in fact, they won't see the tax that's there. The money will be deducted at source. The person will be saved the inconvenience of taking money out of his or her wallet and writing a cheque to the government; therefore, the government gets its

money directly and very quickly, and most people won't see it.

Probably he's correct in the assumption that few people will notice that the theft has occurred. So, probably it's simply a variation of an old thing called the shell game. Take a guess as to which shell contains the little pea, and most of the time you will guess wrong. I think that's an assumption that we've seen this government make before and we will probably see it make again.

One of the things that concerns me is the impact of all of this, because I think that in our discussions of \$271 million and 37.5 per cent and an increase from 28 per cent to 33 per cent or 34 per cent, those numbers tend to be a bit vague.

I'd like to try to put that into a slightly more concrete example and look at the impact on a family of four people, with one person working and two kids under 16. If they were at the average industrial wage of \$13,383.76, they'd probably have deductions around \$5,300; on a taxable income of \$8,083.76 they would probably pay federal and provincial taxes of \$1,816. As a percentage of the taxable income OHIP then is 6.5 per cent, and as a percentage of the net income it is 8.4 per cent. That's a pretty hefty chunk of money out of anybody's pay cheque. In fact, that's a lot of money. That's a substantive amount of taxation, particularly when it's not even being recognized as being taxation and particularly looking at the fact that it comes out of you whether you use the service or not. That's something that's worth a good deal of consideration because that's a substantial impact.

Perhaps here we should compare attitudes to medical care. I notice the minister said again today, "We've got the finest machine going. It works better than anybody else's machine." He always throws in that matter about there being no such thing as free medical care. The only time that I've ever seen a group try to push the notion that there's free medical care in the province of Ontario is when I read or hear or see the ministry's own ads, convincing senior citizens or any other group in our society that they are getting theirs free, for nothing. I don't hear anybody else in our society even suggesting that medical care is free. We all recognize that it's expensive and it's complicated and it's difficult, but I don't hear very many groups purporting to say that it could be made free, that it wouldn't cost anybody anything. I think we're all mature enough to recognize that somehow, at some point in time we all collectively

pay for it. So I think we should be a little careful about throwing that kind of stuff around.

We now have the dubious distinction of raising more money through health insurance premiums than we do through corporate income tax. That seems a strange phenomenon to me. It strikes me that if we are looking for a fair means of providing the necessary moneys to look after this health care system that we would acknowledge that we'll do it through a direct tax system. We'll do it through personal income tax and we'll do it through corporation tax, but we won't play around with names and suggest that there's some other kind of a tax that isn't really a tax. It strikes me that that's an awkward position for the government to take.

We have premiums now that are more than twice as high as those premiums paid in any other province, and Ontario is only one of only three provinces that has premiums at all.

I want to dwell for a brief period on this matter of the notion that because it is a benefit it is covered by a collective agreement, people in fact won't pay the cost. I think there are many of us in this House who have negotiated contracts with wage settlements and for anybody who has participated in the exercise of negotiation and for anybody who stops to think about it, we all collectively recognize that that's a negotiable item at bargaining, and if the employer pays up some money for an OHIP premium, that means you get less in wages and, in fact, it's part of your wage package and it isn't separate and it isn't a gimme; that costs you.

It's a taxable benefit for workers too. And when health insurance premiums are part of a total benefit package like that, they are subject to the AIB guidelines. Any increase in premiums proposed by this government limits even further the gains that workers can expect in new contracts; and in the last couple of years when we have been looking at that AIB program, that's been a matter of some considerable contention. Some organized workers have attempted to secure better benefit packages during the course of the AIB program but they recognize that it means that you don't get it in the paycheque. You can get it one form or the other but you cannot get it in both.

When these insurance premiums are paid for by the employer, they are, of course, tax deductions for that employee. It's a business cost. Now, consider the Taylor committee; I am always perplexed somewhat by the way that this government uses committees and

commissions and inquiries. All of a sudden, with a great fanfare, somebody pops out of the woodwork with a new report. The report is tabled. It is discussed indirectly. Rarely are these things given much discussion in the House. Then some time later we will see that parts of that committee recommendation will be here. As the Leader of the Opposition pointed out, very often we see the government plant an idea one year; it commissions some group of people to add a little fodder to it in the second year and they put it into a committee report; and then by the third year you see that the government is quoting the committee report to say that that's where we got the idea.

That's a remarkable phenomenon. We see it time and time again. As a member of this House, I object to the notion that these things happen outside the House, that the House is rarely given a direct opportunity to deal with the matter and that when government chooses to make something like that a matter of policy, as it is doing in this instance, the means whereby they arrive at their conclusion are all hidden. They choose the little bits and pieces that they want to use and they discard the rest of it, and the House has virtually no opportunity to discuss it at all.

The Treasurer again—to go back to him, though he is not here, thank goodness—he's making the argument all over the place that the personal income tax rate hasn't changed. It's sitting there at 44 per cent; and he is making argument again that it's the second lowest among the 10 provinces. But, you know, the increases are there, and the associated increases that are flowing around this, because there are some other matters that this committee should—and, I take it, we will—discuss in relation to this increase in health-care cost. Those things are beginning to have a compounding impact on the public. It's true they may not be aware of them now. The minister made reference in his opening remarks today that he thought the average guy in the street wouldn't be terribly upset by that.

I would have to tell you: I met a few of those average people on the street this morning. It strikes me they were a little more than upset about it. They were downright mad about it—those people who call the offices of most of the members. If I were a gambling man, I would be prepared to put money on it that I don't think a member of this House has had a telephone call lately about the OHIP premiums which said: "That's a good idea. You should let that go."

[2:00]

In my office, they seem to be running more in the opposite direction. They think it's a lousy idea; that the government shouldn't do it. Yesterday afternoon we put a motion of no-confidence before the House and we asked, "Do you like this OHIP raise or not?" Yesterday afternoon the result was that the Liberal Party supported the government. Apparently, they liked it yesterday. I suggest that if we did it this afternoon, there's a very good chance they might say they don't like it and maybe we ought to try that. Maybe one of the purposes of this committee that would be useful would be to see if we could catch them on a good day when they don't like the premiums. If it accomplishes that, then that would certainly be a worthwhile effort.

Mr. Conway: I am glad I voted for the member for Ottawa Centre (Mr. Cassidy).

Mr. Breaugh: I think we could look a little more specifically at people who are going to get hammered with this most directly and at the people who will really see it. Low-income earners are the ones in particular who pay direct. They are really going to have difficulty. There are a large number of people out there who pay direct and are not making the salary of a doctor or a lawyer or an Indian chief or a member of this House. For those people, although it doesn't sound like a lot, \$12 a month or \$144 a year may well be somebody's grocery money you are nabbing in that instance. That may well be the kid's new shoes. That may be somebody's overcoat that's there.

There are lots of people, unfortunately, still in our society to whom that amount of money is a substantial dollar. There is no question in my mind that there are lots of people in my riding to whom \$12 a month is every bit of loose cash they have got. There are some in my riding, unfortunately, to whom \$12 a month is not loose cash at all but goes for something that's very necessary. I have not seen any move to expand the government's offer to cover those particular people who are having that kind of difficulty. If they fall back on our social assistance programs, yes, but if they are trying to tough it out on their own, no, and there are substantial numbers of people in that exact position.

I would like to see if the government is serious about saying it is prepared to offer a universal health care system. We don't have that now, though we float that word around. We do not have universal health care in this province. There are people who are not covered by the plan. Maybe there are not a lot, but if we are going to say, as the minister said in his opening statement, that we have

a truly universal health care system, in fact, we don't. We have a virtually universal health care system but it isn't exact.

The basis for arguing against the premium increases really are pretty simple and I want to run through them to put them on the record. It is regressive taxation without question. It's a lot of money, that's true, but it's money being raised in the wrong way. It's taxation by regulation. The member for Scarborough-Ellesmere (Mr. Warner) made a rather dramatic and well-documented case about that. I think he proved without any doubt that that's precisely what's going on here. It's taxation without any form of legislation, without allowing the House the opportunity to deal with it in a very direct way. It's taxing people by regulation.

I would dare say that the government would not try this too often but it certainly has done so in this instance. If you look at comparisons that are there for a great many people in other provinces, you would say in this instance, in terms of health care and in terms of premiums, there are lots of other provinces in this country where it would be a better place to live rather than Ontario, and those are not just places that are good socialist states in Canada either. There are other places like Newfoundland.

Mr. Sweeney: There aren't many of those left.

Mr. Breaugh: There are a few. I dare say if you look at the ones that have had socialist governments before, you would not see a lot of effort to kick out previous legislation.

Mr. Sweeney: What about Manitoba and British Columbia?

Mr. Breaugh: I see Social Creditors in British Columbia who used to spend a lot of time, money and effort decrying the auto plan, saying that was a terrible thing, but I see those guys spending a lot of money convincing their own population that's a great idea. They have money in the bank at the end of that year. There are a lot of problems related to this thing. Comparing the province of Ontario, supposedly the richest and the most wealthy province in Canada, to see in a direct way how we operate our health care system and how we raise the funding for it, to other provinces with much fewer resources, we are not quite as good as the minister would like us to believe. I think we have a long way to go on that.

I want to tie into this because I think that it's important that we look at some of the side effects because there are related issues to this. In the Taylor committee report they looked at a number of alternatives. The Treas-

urer says they disregarded the concept of a deterrent fee and the Minister of Health concurs with that statement that there is no deterrent fee. I would say there's no deterrent fee yet but I listened to the Premier (Mr. Davis) very carefully yesterday when we discussed this matter in the House. He left the door rather wide open to discuss things like balanced billing, to see if there are some other mechanisms there where they might get it both ways. They might pay, as they are now paying the increased premium, but in addition to that, depending on the negotiations between the ministry and the OMA, they may well wind up still paying more. They might be paying the difference in the fee schedules.

There might well be something that in effect will be a deterrent fee by a different name. That concerns me, that this committee might well succeed—and I hope it does—in stopping this premium increase. It might well do that a week from Friday or something and, the following Monday, the minister simply has to make an announcement: "Well, you shut that door. We are opening this door. There are other ways to go about it." Frankly, I don't see any firm commitments being made that satisfy me that you are not intending at some point in time to put some form of a deterrent fee in place. You probably won't call it that, I dare say. You may use a term like "balanced billing," which, if you are lucky, few people probably will understand; they will just pay. That concerns me a good deal.

I am concerned about opting out. I am concerned about doctors who might opt out of this thing, depending on how those negotiations go, and I am concerned about patients who might opt out. I am concerned about people who will simply say, "Listen, I am not sick now. I don't see why I get ripped off for that premium increase. Why pay?" Then, of course, we might well get ourselves into some situations that are the kind of things that the minister loves to quote from the United States, where somebody pays \$84,000 for an operation and it puts them in debt for the rest of their life. That could happen. In fact, in some rare instances that does happen in Ontario.

The target group you are chasing here, the ones you are really hoping it will be, are unionized, reasonably well-paid people who won't see the money anyway and probably can afford the extra \$12 a month. You might be able to muster an argument if that's the only group you were going to hit, but you will hit others. Depending on what you do

with the fee schedule, with the doctors, and depending on how many doctors opt out, you may be hitting more people in more ways than you have indicated today.

I don't think we are going to get ourselves into the position that they have got into in other jurisdictions where they say, "Pay your money first and then we will give you treatment." I have constituents who do visit other jurisdictions, and I hear some pretty frightening stories in terms of "Show me your Chargex card and then we will give you treatment. If you don't have Chargex or the cash in your hand, you won't get treated in this hospital." I would doubt very much that we would get to that point, but perhaps we are talking a matter of degree.

I feel an unease about what I would describe, in gentle terms, as a real crisis in medical care in Ontario, in terms of the doctors, the premium increase and those who can participate in the program. I don't doubt that we can point with considerable pride to some institutions that are first-class—that's without question—but I don't see anybody pointing with great pride to a lack of medical services in other parts of the province. If, for example, I were a resident of Timmins, Kapuskasing or a number of other wonderful places that I have had a chance to visit recently, I might be a little irate that my premium increase is exactly the same as for somebody who lives, for example, within walking distance of Queen's Park and who has access to much better services, because you are charging me the same amount of money in terms of a premium increase for fewer services than I had before.

I don't see any great movement to improve the service either. We have rather good medical services in the Oshawa area, but I know of a number of places in Ontario where the medical services available are nowhere near what we have at our disposal. We just don't have access to those in many parts of Ontario. It's true we have some nifty little schemes involving helicopters, computer terminals and things like that. The ministry points with pride in their report to those things, and without doubt they are worthwhile efforts, but they are efforts; they have not cured a substantial difference in what's available to people when they opt in to this medical care scheme. There are distinctions there, but there is certainly no distinction in terms of the premium. The premium applies across the board to everybody, whether you use it or not or whether it's available or not. There are difficulties in all of this and, I think, considerable unfairness in it.

I want to put rather bluntly, I guess, our opposition. We are here participating in this committee because we do not believe that those premium increases are a justifiable tax; it's an unfair way to go about your business. In the House yesterday—and I appreciate the drama of it all—the minister issued the challenge. He used the word again in his nifty little release today—and I apologize for not having my entire staff devote all of their day to prepare a release and distribute thousands of copies around the world. We just couldn't do that this morning. We were busy with other items. But he used the word "challenge" again. Okay, I always like to play that kind of game. All I ask is that we clarify the rules. All you have to do if you want us to take up that challenge is yield your role as minister. Get out of there. Move the hell out of that chair. We will be more than happy to take it over, we will be more than happy to run this government for you, but we don't intend to provide you with all of the ideas. You steal enough of our ideas, anyway.

I've even got a blue pinstripe; I'd put it on, no problem at all. So let's not diddle around with that kind of thing. It's kind of like saying, "Well, as long as you want to play by our rules and do what we want you to do and be good little people, then we'll all play. However, if you don't want to do that, we will pick up our marbles and go home." So if you want to issue a challenge to this committee, fine. Get out of the role; the committee will take over as collective Minister of Health and we will run the show. Great. I would like that kind of an invitation and it might be a challenge that's worth taking up. Other than that, I think we should stop diddling around with that entire routine.

I want to wrap up by looking at some of the things the minister mentioned today and raise some concerns I have, and I hope I have put rather four-squarely what we are doing. We're not really here to play games or to do the minister's job for him, but to express our opposition to and see if we can stop that premium increase—nice and simple, nice and clear. We think we will be able to muster a case for it, without question, over the next little while.

In order to do that, the purpose of this exercise should be spelled out. I asked the minister the other day to make up his own ground rules and give to this committee a cost comparison—which he can create in his own wonderful way with all of the people he has at his disposal—to prove to us that this government provides medical care

that is not only motherhood and better than anything else in the world, but is more efficient and really does all of the wonderful things that the minister says.

I will issue that challenge again today, because he said the other day that, yes, he would. This is somewhat like John Rhodes when he was Minister of Housing. We used to traditionally ask him, "How much land do you own for housing?" John said, "You mean you haven't got that report yet? I'll get that for you tomorrow." I have never seen that yet. Critics for the previous 10 years asked for that and always got the same answer: "You mean you haven't got that yet? Well, I'll have that for you tomorrow." Tomorrow never comes.

I listened to the minister say, "Well, Monday we'll have a bunch of reports for you." That's fine. I want to know why we can't have them today. I'd like to know where they are. I'd like to know what they are. I would have to have some material to work with.

I notice that the minister on a couple of occasions whipped out some numbers here. Just let me run through this magnificent statement. He says here that health care costs exceeded the gross provincial product by 11 per cent between 1970 and 1975, but between 1975 and 1977 the GPP has increased by 20 per cent while health care costs have increased by only 27 per cent. I would appreciate a little documentation on that; not that I doubt your word at all, I would just like to read the book.

You put a couple of nifty little lines in here about your costs being lower than the average American plan at 6.75 per cent. "For further comparison, the administrative costs of the Blue Cross program in New York state, which has a claim factor roughly equivalent to that of Ontario averages 7.5 per cent." I'd like to see the background material on that and I would like to see it in this form—forgive me for not being quite as trusting as I should be, I suppose—I would like to see the base figures you are using, I would like to see what you are comparing, I would appreciate an opportunity to see your staff reports and then I would like to see the final position that you took.

I sometimes find that when other people make comparisons of numbers they don't always compare them exactly the way I would compare them and I would just like to start out on an equal footing.

There are some other things that you mentioned in here, too. You said you have been studying various methods of curtailing costs. I would appreciate an opportunity to

see some of the studies that you have done in that regard. You are suggesting that some of them have been drastic, including specific service reductions, whatever that might be. I would like to see what little panorama of things you looked at, and I would appreciate it if you wouldn't come back here and tell us, "We considered stopping all heart operations in the province of Ontario and letting those people die." I would like to see something a little more detailed than that; specifically, what did you look at and how did you propose to go about it?

[2:15]

Yesterday afternoon, while the bells were ringing, we whipped through a small discussion of where we are going to go with this committee. Could I make a plea that whatever documents the minister cares to table he tables as quickly as he can, and that at least the two critics get copies of that information so that we are not chasing pieces of paper up and down the halls but that we have them presented to us?

Could I make a plea that when we make a request for some information, as I now have, that it be recorded by someone in the ministry staff and that at the next meeting, if it is possible—and I presume it would be since the minister made reference to these things—that we be provided with those things, or, if it's not too much to ask, that it be given to us prior to the meeting? I have some difficulty reading 800 or 900 pages in 10 seconds while the meeting gets under way. It wouldn't hurt my mind if we had a day to go and sit and relax and read those wonderful reports. I would like to see those things.

We have made casual reference on one or two occasions to the concept that we would call witnesses before this committee. I would like to entertain at some point in time what we mean by witnesses. Are we at liberty to call in, as an example, people from other health care systems around Canada, from the States or wherever, someone from universities, or what? Are we going to get into this argument where the ministry's numbers and its estimation of a particular program doesn't jibe with somebody else's, but somebody else is wrong because he doesn't work here in Ontario?

I wonder if the committee would like to clarify that matter. Are we really going to call in some expert witnesses? I could get you some witnesses before this committee who would certainly substantiate my point that the premium increase is unacceptable. I wouldn't pretend that they would be ex-

pert witnesses, except that they would be expert in the same sense that they will be paying the premium increase, but they don't have much expertise in medical costs.

I'd like to wrap it up there. I hope this is a worthwhile exercise. I hope that it does not become gamesmanship. However, in order for that to happen I think we have to accept the minister at his word that he will provide us with that documentation, and I make the plea that it be given to us in a form that is useful to us and, secondly, that we be given it with sufficient advance warning or knowledge that we would actually be able to use it. I will be a little upset if we walk into the next committee meeting and somebody hands me 85 documents and says "This is what we are going to discuss today." If we could have a little advance work on that it would be much appreciated.

Mr. Chairman: Thank you, Mr. Breaugh. Does the minister care to respond to the critic's comments?

Hon. Mr. Timbrell: Just on couple of things, and then we can get into the various questions Dr. Smith indicated he wanted to ask. We have some of our staff here. In some cases we may have to defer on a question if we haven't got the appropriate staff person here.

May I say, I don't think Mr. Breaugh sat on the estimates process last fall. Our procedure has been to provide answers the following day to anything we couldn't answer at the time, if we needed to get numbers or check into something. That is our procedure, and we always start off, as long as this chairman concurs, the following day with that.

As regards the additional material that we will file with the committee, we will get it as quickly as we can. I have given a commitment for Monday; some of it has got to come out of the dead files out in Clarkson, things from years ago that have been filed away, but we will pull those together by Monday. In the meantime, the bibliography that I sent to the chairman, I don't know whether the chairman has given a copy of it to every member of the committee or not, but perhaps that could be done. Some of the issues about cost containment and recommendations about the plan are certainly part and parcel of all of those things, and that is the place to at least start. Your research staff may already have started to pull them together for you. In fact, I am sure as you prepared yourself for your new responsibilities as health critic you have probably looked at some of them already for that matter.

There are a number of fiscal things that I am sure you will want to get into with the Treasurer when he appears before the committee next week. I am not sure if you have arranged a day yet.

Mr. Chairman: No, we haven't.

Hon. Mr. Timbrell: But there was a comment made—and I appreciate all the nice things that Mr. Smith has said about the ministry. I may have them—

Mr. S. Smith: Don't take them personally.

Mr. Van Horne: Reflect on them from time to time—

Hon. Mr. Timbrell: Well, listen, in this business—I won't brag about them in some crowds. I'll just note them and tell you that I appreciate them. But in the process the Leader of the Opposition was almost trying to paint a picture that the cost of health hasn't gone up at all in recent years. I would just point out that while we are proud that in the last few years we have kept the increase in health spending below the rate of increase of the gross provincial product, between 1976-77 and the current fiscal year of 1978-79, the estimates of the ministry have gone up from \$3.438 billion to \$3.951 billion, an increase of \$513 million. I didn't bother to figure out the percentage but it is obviously significant.

My deputy whispers in my left ear that that is even with two programs having been transferred out, so that the increase would have been more than that.

Mr. S. Smith: Insured health services, stick to insurance.

Hon. Mr. Timbrell: Most of that, Mr. Chairman, would be in insured health services, but not all. I think you do have to look at the total ministry budget. I guess that is a point on which we will just have to disagree, because the difference between insured only and the total ministry budget is several hundreds of millions of dollars and I think that is a significant amount that the people of Ontario concern themselves about.

Somebody was asking about what has happened in terms of utilization of OHIP and it is interesting to note that whereas we have had some years where the utilization increase in a given year has been in two figures—such as 1974-75, when the number of claims went up 11 per cent over the year before—the lowest increase of the four years I've got here, from 1973-74 through, was in 1976-77. So that—and we can get into this more during the committee—there would appear to be potentially some relationship between the premiums and the actual utilization of the

system, because prior to that you will recall, going right back to the days when we had the OHSC sending out premium notices and we had OMSIP and before that PSI and private plans, until 1976 the premiums had steadily gone down or were stabilized for a number of years.

On the question of the challenge, I am glad Mr. Breaugh mentioned that. I guess really I should have qualified the challenge and directed it more to one party than the other, because certainly I know where you stand on the issue. Your position has been consistent right from the beginnings of the plan. I haven't checked Hansard for 1958-59 when Mr. Frost was the Prime Minister, but I suspect that Mr. MacDonald probably opposed premiums for hospitalization as well. And so we understand that.

We have concerns about—and I am sure the Treasurer will get into this—what you propose would do to the rates of personal and corporate taxation and what that would do to this province in terms of its competitive position vis-à-vis other provinces, but also increasingly more we have to consider our competitive position with the border states. So I do qualify that. If you want you can ignore the challenge, because—

Mr. Breaugh: Already have.

Hon. Mr. Timbrell: I figured as much. But, as I say, I know where you stand and always have. You wanted some background on some of those numbers. We'll take it from Instant Hansard; we can get you those.

Just one final thing, to respond to Mr. Breaugh. I thought I heard you say the government had done nothing to try to cover low-income people. Of course, I must remind you again that the taxable income ceilings for full and partial subsidization of OHIP premiums have been increased substantially.

Let's start with single people; between \$2,500 and \$3,000 they'll get 50 per cent subsidy; below the \$2,500, 100 per cent subsidy. Families, \$3,000 to \$4,000, 50 per cent subsidy; below \$3,000, 100 per cent. And the Treasurer did indicate yesterday—and you'll note that I want to discuss this more with him when he appears—that he is looking at that system and seeing if there is any further refinements possible.

As I say, some of my staff are here so that we can now get into the variety of questions. I repeat again, we will get this additional information to you no later than Monday, so that will be of assistance to the committee. I look forward to the questions and the discussion of these various aspects of the cost and administration of the health insurance plan.

Mr. Chairman: Mr. Minister, just before we start the questioning: In response to the two points that Mr. Breaugh raised in regard to two reports and also in regard to witnesses. First of all, the reports; I am wondering if it would be possible—and I say this knowing full well that some of the material is in your dead file out at Clarkson and I realize there will be a time factor there in order to get that. But I am wondering if some of that material could be produced from your ministry, either tomorrow or Friday, to allow members of the committee to review that material over the weekend in order to prepare for Monday's hearing. Is that possible?

Hon. Mr. Timbrell: It may be possible, Mr. Chairman. I won't give an absolute commitment but if it is possible to produce some of it, we'll do so. Some of it has to be reproduced to have sufficient copies and that sort of thing. We may very well, in fact, have some people working on the weekend to pull it all together to get sufficient copies. But if it is possible, if we can do it, yes.

Mr. Breaugh: I just wanted to raise this point, Mr. Chairman. The committee so far has not been given any additional reports or information other than normal background information which we had anyway.

What is the value then of pursuing this this afternoon? I would have appreciated it, even though I am reluctant about it, had the minister tabled some new basis, some new report this afternoon that gives us something different other than what we would normally do during the course of estimates.

I don't frankly see much purpose in chasing this around, given that we have not been provided with any information other than normal things that we all have in our files. I don't know how anyone else feels about this, but I would rather not lose time the committee might be—for example, it strikes me we could spend the remainder of this afternoon going through what we would normally do in estimates anyway. But I have no new information upon which to ask any questions or to do any research and if it means that I lose a couple of hours at next Monday's session or at the end of the committee, when we finally get some hot new information presented by the ministry, I am a little reluctant to do that.

Mr. Chairman: Well, Mr. Breaugh, it will be up to the committee to make that judgement.

Mr. Conway: Just two points, Mr. Chairman. Since you indicated at the beginning and it was agreed that there would be time deducted from Health estimates, which I

certainly can appreciate and support, since we will be to some degree looking at some of the estimates tabled—at least we intend to be looking at in part the estimates tabled not long ago for 1978-79—I am wondering if the minister could indicate whether or not the normal briefing book for those estimates is in preparation, near the completion of preparation, or in any way available for these deliberations?

Hon. Mr. Timbrell: We understood we weren't going into estimates until about June, so I don't think the book is in very good shape at this point.

Mr. Conway: Is there any way of perhaps putting together some of the briefing notes that would relate to the insured health services portion of that? If that is not possible—

Hon. Mr. Timbrell: A lot of the notes would be the same as previously.

Mr. Conway: All right, if that is a problem I can appreciate that you didn't—

Hon. Mr. Timbrell: You also have those books, I understand?

[2:30]

Mr. Conway: Yes, we do. I would just speak to Mr. Breaugh's point, Mr. Chairman, and say that I think there is a certain requirement for additional information, which we can all appreciate, but I think there are major policy areas that can be discussed today and which should be discussed today, that do not immediately require that information. While I'm as anxious as the member for Oshawa to have that information, I don't think we should consider adjourning early this afternoon but rather I would be very supportive of staying to discuss with the minister some of the policy guidelines, decisions and choices made by him and some of his predecessors.

Mr. Chairman: One of the concerns I have is that during the questioning there may be requests for information put forward today that will require the minister to do some research and to gather some material within the ministry. If that is put off until Monday, we're just delaying in effect the opportunity to get that information.

Mr. Breaugh: I just want to make the point that I like to do my fishing on a lake, not in a committee room. And until we are provided with some information that's new and different, other than what I would normally have in my possession to do the estimates, I really don't want to pursue that.

Mr. S. Smith: I have some questions.

Mr. Chairman: Is it the wish of the committee that we move forward with questioning at this point?

Mr. Conway: Certainly it's our wish, Mr. Chairman.

Some hon. members: Yes.

Mr. Chairman: I think the committee, Mr. Breaugh, feels we should go forward, at least for a while.

Mr. Breaugh: I always carry a fishing rod with me anyway.

Mr. S. Smith: We have noticed the worms from time to time.

Mr. Ruston: You didn't have one at the leadership convention, Mike.

Mr. Chairman: With respect to the witnesses, Mr. Breaugh, would it be satisfactory if we leave that matter until the questioning is completed and then we'll deal with that this afternoon?

Mr. S. Smith: Basically, I have a few questions to ask. I don't want to belabour this business of insured versus total health costs. I just want to point out to the minister that for instance, between 1976 and 1977—I don't have the 1978 figures in front of me, although I'm sure I could get them—the total expenditures went up approximately \$260 million, and fully half of that was in the insured and half in the non-insured. So there is a pretty important difference.

Basically, I'll ask you, just to get this matter straight, do you agree with me that if we had stuck to the Treasurer's guideline, as he pointed out in the budget of 1976, which is to have premiums pay 28 per cent of OHIP insured services, that the only increase necessary this year would have been in a range of nine per cent in the premiums? Do you agree with that?

Hon. Mr. Timbrell: I haven't checked the numbers, but I'm sure somebody will. But if that's your position—

Mr. S. Smith: You don't disagree; you just haven't checked it?

Hon. Mr. Timbrell: I haven't checked your numbers, no.

Mr. S. Smith: I see. Can you explain why, as the Minister of Health, you wouldn't have had any reason by now to know what increase in OHIP premiums would have been justified, just to keep up with the natural increases in expenditures in your own ministry and what portion of this increase has been saddled on you over and above that necessitated by your own increases? Are you not interested in that?

Hon. Mr. Timbrell: Mr. Chairman, first, I'm interested. Second, if OHIP premiums

had kept up with the increase in health spending since the premiums started, they would be significantly higher than they are now, even with the most recent increase in the Treasurer's budget.

Mr. S. Smith: You're still speaking of health spending instead of insured services. We're talking about the last two years.

Hon. Mr. Timbrell: You asked me about the long term. Whether you talk about insured services in isolation or whether you talk in terms of the total bill the people of this province pay, I think they need and deserve to know how much the total bill they're paying is—and I don't think we should try to manipulate this for whatever political purposes so that a significant amount of money which they're paying out is almost hidden from them.

But if you go back to the start of the premium system, and if you were to carry that through and relate the growth in the premiums to the growth in spending, they would be much higher than they are now.

Mr. S. Smith: Do you regard the OHIP premiums as a premium or a tax?

Hon. Mr. Timbrell: As a premium.

Mr. S. Smith: If it's a premium, it must be for insurance. If it's for insurance, it's for insured services. Why do you keep talking about total Ministry of Health expenditures, including mosquito control and everything else that has nothing to do with the premiums? Why should the premiums pay for that?

Hon. Mr. Timbrell: All of the emphasis on insured services, I suppose, goes back to the original Hospital Insurance Act of 1958 or 1959 and the Medical Insurance Act in the mid-1960s.

Mr. S. Smith: And the budget statement of 1976.

Hon. Mr. Timbrell: Of course, the changes in the plan in terms of services that have been rendered in this province for some time and which were not cost-shared with Ottawa—for instance, there's one good example and one which costs us a significant amount of money and has never been an insured service, because the federal government would not recognize it as a shared cost or as an insured service, is extended care in nursing homes. That was never an insured service and yet what do we spend on that now? One hundred and some million dollars a year in this province.

Ambulance services and so on—they were never shared costs with the federal government. That's why I'm sure the emphasis over

the years has been on the term "insured service." But it hasn't by any means included so many things which perhaps even some members of the Legislature thought were cost-shared and were insured services and yet have never been.

Mr. S. Smith: Is the minister aware that between 1974-75 to 1978-79 the insured services have gone up approximately 46.9 per cent in total, whereas premiums went up 45 per cent in 1976 and now 37.5 per cent? That's a total of 83 per cent. The premiums have gone up faster than insured services.

You're not trying to justify that on the basis that the premium method—the insurance method—ought to pay for all the expenditures of your ministry? Is that what you're saying? That your ministry should be unlike any other ministry and that all your expenditures should be covered on an insurance basis rather than out of taxation?

Hon. Mr. Timbrell: Mr. Chairman, perhaps I could help the hon. member in broadening further his understanding of this if we could look at some data from OHIP covering a number of areas. First of all, in the area of OHIP payments in millions of dollars: We've taken 1972-73 as the base year, that being the first full year of the amalgamation of the OHSC and the medical plan.

In 1973-74 there was a 3.4 per cent increase. In 1974-75, 15.9 per cent—

Ms. Gigantes: Excuse me, Mr. Chairman. Is it possible for us to have a copy of that?

Hon. Mr. Timbrell: Yes, I'll have it reproduced, yes.

Ms. Gigantes: What's the use of saying it when we can't look at it?

Hon. Mr. Timbrell: It's the only one I've got.

Ms. Gigantes: I can't see any point in reading from it because—

Hon. Mr. Timbrell: No, well—

Ms. Gigantes: —you're not the best reader in the world.

Hon. Mr. Timbrell: No. In 1974-75 the payments went up 15.9 per cent; 1975-76 14.2; 1976-77 7.8; for 1977-78, the final figures aren't in but the estimate is 14.3; and our estimate for this coming year is 4.8.

I won't get into some of the other things. That's an idea of total expenditures. This will be on it. We'll reproduce it for you. "Numbers of participants"—I don't know that you necessarily want to hear about that right now. Perhaps "per capita costs" as a percentage increase. This is insured services: 1973-74 went up by 2.2 per cent; 13.7 the following year; 12.4 the year after that;

6.6 the year after that; and the estimates for the last fiscal year are 12.8. We're estimating at 3.5 for the coming year.

Ms. Gigantes: Do you have cumulative totals on that page?

Hon. Mr. Timbrell: I'm sorry, I don't, but we should add that column for you. We'll add that column.

Ms. Gigantes: You can't just add it. You have to apply one on top of the other, too. It will come to more than 87 per cent.

Hon. Mr. Timbrell: Yes, I used to teach mathematics. I'm aware of how you get that—

Mr. Breaugh: Strange you didn't do it then.

Hon. Mr. Timbrell: —but it wasn't put on here. I didn't write it up. But when we go down to the last column on here—

Mr. Sweeney: What point are you making, Mr. Minister? I'm sorry, I just don't follow you.

Hon. Mr. Timbrell: I'm just trying to provide some additional information.

Mr. S. Smith: But pertinent to what? My question, basically, Mr. Minister—

Hon. Mr. Timbrell: We're talking about the growth in the—

Mr. S. Smith: No, what I'm asking you basically is whether you believe that your ministry, unlike every other ministry, should have all its expenditures paid for on the insurance principle, rather than on the taxation principle. That's what I'm asking you because you keep talking about your total expenses.

Hon. Mr. Timbrell: Mr. Chairman, I think I covered that yesterday in the confidence debate. I pointed out that if the premiums were to cover the total costs of the ministry, they would be approaching thousands of dollars a year. Obviously nobody is recommending that.

Mr. S. Smith: Then why are you relating the two? Why should the two be related to each other?

Hon. Mr. Timbrell: Again, I think it is important that when we talk about the costs of health care and talk to the people of the province about what it is costing them for health care through their premiums and for the other almost 72 per cent of the expenditures for health care through their income, corporate, sales and other taxes, we talk about the entire cost. I don't think we serve them well at all by just pushing to one side and ignoring hundreds of millions of dollars of expenditure.

Mr. S. Smith: If, Mr. Minister, you believe that there is no longer a useful distinction to be made between insured services—really, insurance is no longer in question here—and everything else that's done in your ministry, then the logical conclusion, if we're no longer in the insurance business, is either to assume that your whole ministry is in the insurance business, and everything you do is part of the insurance principle and has to be related to such, or else we just get out of the insurance business and get out of the premium system altogether the way six other provinces have done. You can't have it both ways.

If you're going to talk about insurance either admit that you believe that everything in your ministry should be part of the insurance or recognize that there's a difference between insurance and the rest of your ministry expenditures. Don't try to pull the wool over our eyes by talking about relating your premiums to all the expenditures of your ministry and heaven knows what other aspects of other ministries when we're talking about insured health services to which there has always been a relationship drawn in respect of the premiums.

Hon. Mr. Timbrell: Again, going back historically, if that's what you want to do, there was a time when premiums related to about 50 per cent of the cost.

Mr. S. Smith: In insured health services.

Hon. Mr. Timbrell: Yes.

Mr. S. Smith: Fine, let's talk about that.

Hon. Mr. Timbrell: So if you want to put that into your historical pipe—

Mr. S. Smith: Certainly, by all means. Let's put it into the history but let's stick to insured health services.

Hon. Mr. Timbrell: Mr. Chairman, I think the hon. Leader of the Opposition will continue to talk about one set of figures while I will talk about the other, the other being the total picture.

Mr. McClellan: Why don't you go off to another room?

Hon. Mr. Timbrell: I think to put before the people anything but the complete picture of the cost of health care would be silly.

Again, I would just go back and pursue what I was saying before that such things as extended care, for instance, have never been insured services—

Mr. Breaugh: Can we have a little music?

Hon. Mr. Timbrell: —although I'm sure the federal government, when they initially sold the provinces on their plan, certainly raised

the expectations among the people that everything would be cost-shared and, therefore, insured. I'm sure all of us, as members, met people who have talked about premiums and the OHIP system in terms where it was obvious that they felt the premiums were paying the total cost of the plan—for all health services whether it's a visit to the doctor, a quick trip to emergency, whatever.

When I have to deal with cabinet every year on the following year's budget, I just don't deal with one part of the ministry and growth of the one part. I have to deal with the whole budget of almost \$4 billion. So I guess we have to agree to disagree.

Ms. Gigantes: They couldn't make that mistake, could they, if there were no premiums?

Mr. Conway: Just on a supplementary, Mr. Chairman, because I think this is an extremely important point—

Mr. Chairman: Before you get into that, Mr. Conway, I should make the point that the Chair has a very difficult time in trying to adjudicate when the member for Hamilton West wants to talk about insured services and the minister wants to talk about something else. I point out to the committee that the annual report of the ministry was referred to this committee. It wasn't just the matter of insured services, although that's part and parcel of it, obviously. But I don't think the members should look to the Chair to try to confine the discussion to insured services only. I make that point before you make your observations.

Ms. Gigantes: We wouldn't be here if the Treasurer had called a premium a tax, which it really is. That's why we're here. We're not here dealing with the annual report. We're here because the Treasurer called a tax a premium.

Mr. Breaugh: That's right. More and more, if the Liberals had voted consistently yesterday afternoon.

Mr. Chairman: Mr. Conway, and Ms. Gigantes had a point as well.

Ms. Gigantes: I'm quite happy to let you have a supplementary, Sean.

Mr. Conway: I just wanted to pursue what my leader was saying and to indicate just how convoluted is the government's logic in this respect and some of the support documentation upon which they have based their recommendation and the Treasurer's statement in the March 7 budget.

The Treasurer at that time indicated one of the support materials he depended upon was in fact the Taylor committee report. I

found it interesting, and I am really asking you, Mr. Minister, to express an opinion on the Taylor committee, which seemed to be the showpiece of support material—at least as the Treasurer indicated—and whether or not you have observed, like some members, the specific recommendation dealing with premiums in the Taylor report, upon which the Treasurer based his decision to increase premiums, confronts this problem in a very similar way.

In one paragraph—and let me read it to you, Mr. Minister. It is from page 24 of the Taylor report, and I quote: “Although most provinces have waived premiums entirely, the committee felt that in line with its commitment to some direct fiscal involvement by the user in health care costs, premiums should not only be retained but should reflect overall health care costs.”

That is presumably something you can share. But it is interesting, Mr. Chairman, and I ask the Minister of Health then to share with me a comment on the recommendation, which does not speak of a relationship to overall health care costs but says very specifically that “OHIP premium amounts be reviewed on an annual basis in order to maintain a revenue accruing from total premiums that would approximate 33 per cent of total insured health services costs.”

It seems to me that the very document upon which the Treasurer has based his budgetary statement introducing this increase concludes one way, having argued another. Your main support argues that the premiums should not only be retained but should reflect overall health care costs. But the specific recommendation directs the government presumably to relate premiums to total insured health service costs. Since this is what you presumably depended upon, how do you and/or the Treasurer sort out that very contradictory statement and recommendation, and what do you take the Taylor committee to be telling you, because the recommendation is clearly different from the support paragraph?

Hon. Mr. Timbrell: I guess I would have to say I don't agree that it is clearly different. I think you would have to ask Mr. Taylor perhaps what they are saying there. I know you have been doing some travelling around, talking to people who are expert in the health field, maybe he is one of them that you have talked with, I don't know.

I took that to mean that—really it's the part after that when they talk about an annual review and where they talk about

overall health care costs. I took all that to mean that the premiums should regularly be, in their judgement, increased annually since the cost of health care is going up annually.

Mr. Conway: Then can you explain how it is that in his budget the Treasurer is very careful to speak of insured health services? He is very careful not to speak of total health costs. He talks of insured health services.

The point I want to make Mr. Chairman, and the point I think is absolutely fundamental, is that if the minister and the government continue to regard the premium as a premium, then they must acknowledge the relationship to insured health services—as the Treasurer does in his budget and as the Taylor committee, after some very peculiar and convoluted argumentation, does in its recommendation.

So I just want to have you comment again on my leader's question, which I think is fundamental. Is not the premium to be considered in relationship to insured health services; and if not, how can you then conceivably consider to talk about it as any kind of legitimate premium?

Hon. Mr. Timbrell: The budgetary policy of the government as enunciated by my colleague the Treasurer, and which you will undoubtedly want to discuss further with him when he appears next week, is to relate it to the insured services. I don't think I have been arguing against that at all, nor should any comments I have made be construed as a deviation from that. All I am saying is that when I talk to people about the cost of health care in this province—and I have travelled extensively to talk about health care in the province—so many people relate their OHIP premiums to any health service.

Again, I am sure we have both met many people who are labouring under the misimpression that the OHIP premiums somehow cover anything related to health, whether it is what we would agree are insured services, or things that have never been insured services, like extended care, like ambulances, the drug benefit plan and so forth. So that is why, when I talk to people, I relate to the total spending to put it in the simplest possible terms. But clearly the budgetary policy is that, and any questions on that I would suggest you direct to the Treasurer (Mr. McKeough).

Mr. Conway: It seems to me, Mr. Minister, that we have the Treasurer giving us a premium increase based on insured health

services, based further on the recommendation of the Taylor committee, which you have presumably accepted in some measure, and which talks, in its recommendation number one on page 25, of insured health services. Then we have you appearing before us—as the minister at least indirectly involved, since you are not the Treasurer—yet you come to talk to us of the premiums in relation to the global Ministry of Health budget. I just think there is a fundamental cleavage here between you and the Treasurer, or at least between you and the argumentation that the Treasurer depended upon. I really would expect to have you clarify that to a greater extent than you have, if you are expecting those of us here to be convinced that the premiums should in any way be maintained or accepted as premiums.

Hon. Mr. Timbrell: I think I have carefully drawn the distinction. I repeat again, it is the budgetary policy of the government to have a premium system. It is the policy of the Treasurer, and therefore the government, in developing his budget which we all support, that the relationship will be, in terms of percentage and actual dollars, between the insured services and the premium. I am certainly not trying to promote or display a cleavage, an interesting choice of words, in his regard.

Mr. Conway: One bachelor to another.

Hon. Mr. Timbrell: But again it helps, and surely you will support this notion, in trying, whenever we deal with the public to put things in the simplest possible terms so they make a judgement and appreciate the enormity of what we call the Ministry of Health and our program. So that is where I have used, and will continue to use, the different figures. Certainly it is the budgetary policy of this government, supported by this minister, to relate the premiums to the insured services. And the Treasurer, I am sure, will amplify that next week.

Mr. Conway: Will you repeat the last part of that last statement please?

Hon. Mr. Timbrell: I am sure the Treasurer will amplify on that next week.

Mr. Conway: The earlier part of the last part of that last statement, because it certainly seems to me that if from time to time you are going to be increasing the premiums, since you seem determined to keep them, you and the Treasurer are going to have to come to some understanding as to what it is they are related to, because in his budget the premiums are referred to by the Treas-

urer as being related to insured health services, and you are coming before this committee today talking about premiums in relation to global health.

Hon. Mr. Timbrell: What we have here is a classic example of what, when I was a teacher, a psychologist friend of mine called non-shared intentions. Our intentions in discussing this are quite different; you are trying to do with numbers something to serve your intentions. There is no misunderstanding at all.

Mr. S. Smith: And you?

Hon. Mr. Timbrell: At least I admit it.

Mrs. Campbell: Just a babe in the woods, that's what you are?

Hon. Mr. Timbrell: Some babe, some woods.

Mr. S. Smith: It is perfectly obvious that the Treasurer has arbitrarily increased the take from OHIP premiums. But I want to get onto some other matters—

Mr. Chairman: Before you leave that point, Dr. Smith, could Ms. Gigantes speak? She was on the same point, I presume, as Mr. Conway.

Mr. S. Smith: She was before me, of course.

Ms. Gigantes: I was following up on a supplemental. I would like to ask the minister how he would go about talking to the residents of Ontario about their obligation to feel, in their pockets, the cost of health services in Ontario if there were no health insurance? How would he make them feel the pain? Would he do it through the income tax system?

Hon. Mr. Timbrell: It is not a question of trying to make anybody feel pain. Again, I think we do the people whom we serve a disservice.

Ms. Gigantes: Well that visible link; how would you make the visible link?

Hon. Mr. Timbrell: The policy of the government is to maintain the premium system, which is the visible link.

Ms. Gigantes: But if there were no health insurance how would you maintain the visible link.

Hon. Mr. Timbrell: There is a health insurance plan; there is a premium system and that's government policy.

Ms. Gigantes: What do you suppose the government policy was based on before there was health insurance? How did this truly responsible Conservative government let the people of Ontario see the visible link before health insurance, before hospital insurance?

Mr. S. Smith: If the government didn't pay, they didn't care.

Ms. Gigantes: Was it so terrible?

Hon. Mr. Timbrell: Was what so terrible, Ms. Gigantes?

Ms. Gigantes: Was it so irresponsible that people actually paid income tax on a graduated, progressive basis for their health services?

Hon. Mr. Timbrell: Before there was a plan the people paid all the bills themselves.

Mr. S. Smith: They didn't have Medicare?

Ms. Gigantes: No, there was a Ministry of Health.

Hon. Mr. Timbrell: Or they were members of something like the Windsor medical group; or they paid premiums, to perhaps London Life or Prudential Life—

Ms. Gigantes: Yes; but when you have a Ministry of Health that didn't look after a health insurance plan, how did you provide those services and responsibly allow people to see the visible link?

Hon. Mr. Timbrell: You are talking about the non-insured services?

Ms. Gigantes: Yes.

Hon. Mr. Timbrell: The only visible link was through their pay cheques and the taxes they paid.

Ms. Gigantes: Was that so irresponsible?

Hon. Mr. Timbrell: I am reminded by the member for Stormont-Dundas-Glengarry (Mr. Villeneuve) that when he came into the House in 1948 the total budget of the ministry, or then it was Department of Health, was \$22 million, I think.

Mr. Villeneuve: A little under \$22 million.

Hon. Mr. Timbrell: A little under \$22 million; and of course this year it's \$3.951 billion.

Ms. Gigantes: That wasn't peanuts in 1948.

Hon. Mr. Timbrell: So that member has certainly seen a significant change in both the programs of the then department, now ministry, and the cost of them.

Ms. Gigantes: The other question I want to ask relates to the data we have just been given; perhaps the Leader of the Opposition wants to go ahead on the same tack.

Mr. S. Smith: On this particular point, I shall gladly yield to the hon. member right after this.

Basically, you are talking about numbers. It's obviously my contention that insured services are real, they exist. Insurance is part of the Ministry of Health's program. The

Treasurer has arbitrarily increased the take on OHIP premiums from paying 28 per cent of these insured services to paying 34 per cent, and he has absolutely nothing he can show us in the way of the study to justify how he has arrived at this suddenly different conclusion two years after his solemn budget statement; and you have decided to try and make it seem less arbitrary and less obvious by talking about 28 per cent of total health cost, hoping that the media or whoever is covering this won't see the difference.

Well everybody can see the difference, and what I would ask you therefore—

Hon. Mr. Timbrell: Point of privilege. I must take privilege on this.

Mr. S. Smith: All right, yes; please do. I wouldn't want to hurt the privileges of this ministry.

Hon. Mr. Timbrell: As long as I have been minister—which predates by over a year the most recent increase in the OHIP premiums—I have always, in talking with the public, related the total cost of the program to the revenue. So again, for the purpose of assisting the public to appreciate that premiums don't cover everything, we get into things like per capita cost. People don't understand billions—I don't understand billions when it comes down to it, because I have never seen one. But I can understand, for instance, \$120-odd dollars-a-day for a hospital bed or an average of \$85 or \$90 for an ambulance trip, that sort of thing. I understand those; and people understand those. So that is the way I have always tried to explain things to people, so that they have a vivid impression of what we are talking about.

[3:00]

Mr. S. Smith: Are you prepared, then, to abolish all aspects of the insurance bases—the eligibility, the benefits' features and so on? Are you prepared to just say, so that people won't be confused about this, that we should simply get rid of all insurance features on this; or are you simply going to declare everything in your ministry as part of an insurance program? All of which wasn't in the program when it first started.

Hon. Mr. Timbrell: The total number of services which we render today are significantly greater in number and type than those which existed at the beginning of sharing between the provinces and the federal government and the beginnings of use of the term "insured services" in public policy. I won't go through the litany again, but it is the policy of the government, as explained by the Treasurer in his budget, and one

which is supported by all of us in the government.

We're starting to get into a number of things that relate to writing budgets and how revenues are raised, and with respect I suggest that those questions should be directed to the Treasurer when he is here.

Mr. Conway: I would like to ask the Minister of Health, in a final supplementary: Would he, as Minister of Health, prefer to see the discussion, as he has tried to relate it since he has become Minister of Health, be the relationship between premiums and overall health costs? Would he then be prepared to share that with us as a policy preference of his, since that seems to be something he likes to do; reinforced by the ads his ministry has been running, which make no effort to do anything but relate premiums to overall health care costs, to use the phrase? Can we then understand that to be his preference; and if so, what is a short-term norm of this minister's liking to characterize that relationship? Since he's thought it out, as he has, and since the Treasurer has said he's thought it out from time to time, if that's the kind of relationship he prefers—the premiums related to overall health costs—what then is the relationship that he would like? Would it be 15 per cent, 20 per cent, 90 per cent? Surely, he must have some understanding of the relationship, since this directly relates to what this government must surely plan for future premium increases.

Hon. Mr. Timbrell: Mr. Chairman, again the norms, the bases on which the fiscal policy of the government is directed, come under the direction of my colleague, the Treasurer, and that's the kind of question you should put to him.

Mr. Conway: Surely that will not be decided without some involvement by a minister so important as yourself in this particular regard. What is the position of the present minister and Ministry of Health with respect to a proper medium or long-term norm? What, under the present conditions, does he expect premium revenues to cover as a relationship of the total health costs, since he prefers to use that phrase?

Hon. Mr. Timbrell: This minister and this ministry, as part of the government, support the government policy of relating the premiums to the insured services. With respect, for whatever purposes, you are very nicely confusing the whole matter.

Mr. Sweeney: We are trying to un-confuse it.

Mr. S. Smith: You go around this province relating it the other way. Your ads say:

"OHIP premiums cover less than one-third of Ontario's health care costs."

Hon. Mr. Timbrell: Which is true.

Mr. S. Smith: You just told us you always do that to make it easier for people to understand; and yet you're telling us that you support the idea that they should be related to insured health costs. You support the idea that they should be related to insured health costs, but you don't ever talk about it that way.

Hon. Mr. Timbrell: Oh no, I'm sorry; I have talked about it that way. When people around the province have raised the question,—"How do you determine it?"—we tell them that the fiscal policy relates to the insured services.

Mr. Conway: Since you support the Treasurer, what is the government's position, as you understand it; because two years ago we were told very clearly that the long-term norm was 28 per cent. You were part of the government at that time, although you weren't directly involved in the Ministry of Health, so I think this is fair question. At that time we were told that that was a long-term norm, and yet it was abandoned as quickly as it was struck. Since I think it is very pertinent to a discussion of the premium mechanism and premium increases within this system, what do you determine, what do you advise your cabinet colleagues as to what is acceptable, from the social development field, as the relationship between premium revenues—so long as we keep it, and presuming you do—the relationship between premium revenues and insured health services? Is it 20, is it 30, is it 28, it is 34?

What kind of policy advice has your ministry brought to the cabinet table or to the general government discussion to establish a policy, particularly in light of the fact that all the indications are that this kind of an increase, as long as we have premiums, will be annual? We're presumably expecting you people to do something like this again next year. What we want to know—and I think it is absolutely fundamental for the people of Ontario to know—is on what criteria, what kind of policy guidelines, the Treasurer's 28 per cent of two year's ago has been dismissed cavalierly? What I want to know is what is your view of what is now an acceptable relationship between premium revenue and insured health services, or as you might prefer total health costs? You must, I hope and pray, have some idea of what is acceptable; and if so what is it?

Hon. Mr. Timbrell: Again, all of these questions have been asked, in different ways, of my colleague who is responsible for the fiscal policy. All of them have been very thoroughly and clearly answered, first in the budget and then in answers in the House and in debate, stating what the fiscal policy of the government is. I really don't think I can add any more to it.

Mr. Conway: What I'm asking you to add is a policy input, if not to the government at least to this committee as to what is your view, and the view of the Ministry of Health, in terms of this most sensitive and most controversial area of the health insurance program.

Mr. S. Smith: After all, you stated that a visible link is terribly important. You must have some idea what the size of that link ought to be.

Mr. Conway: That's the question, and I realize that the Treasurer will be asked to go over this ground with us in the future, but surely it's reasonable for us to expect that you and your ministry have a position in this most important regard. I really ask you and invite you to share that position with us.

Hon. Mr. Timbrell: Again, Mr. Chairman, as the hon. member I'm sure knows—

Mr. Sweeney: We wouldn't ask if we did.

Hon. Mr. Timbrell: Then you've missed the first rule, Mr. Diefenbaker's rule of Parliament.

Mr. Sweeney: That's a Conservative view of Parliament.

Hon. Mr. Timbrell: Once the fiscal policy has been arrived at by the responsible minister, and just as a policy has been arrived at and agreed to by the government in any other field, then all of us support that. If not then we leave the government. So that the policy of the government, and therefore this ministry, is as enunciated in the budget.

Mr. Conway: The order in council which has given us this increase carries your name, as I understand it.

Hon. Mr. Timbrell: Yes, because it's a piece of legislation for which I'm responsible.

Mr. Conway: I think, then, you've got to accept some measure of responsibility; you must have some position, since presumably you authorized the order in council; on behalf of the government, I realize, but surely we must be made aware of what your policy in this regard is. Are you telling us that that's for the Treasurer to explain, that the Treasurer makes that kind of decision,

independent of any advice that might come from a ministry such as yours? If that is the case I wish you would say it. If it's not the case, please share with me at least the kind of policy considerations and criteria that you want to see characterized in the relationship between premium revenue and insured health services or total health costs.

Hon. Mr. Timbrell: I really don't think I can add anything more to what I've said before. As a member of the government I support the budgetary and fiscal policies of the government and those are very clearly being met. If you'd like to get into them further then that should be with my colleague the Treasurer.

Mr. Conway: I accept that silence and that reticence. It's marvelously eloquent and instructive.

Hon. Mr. Timbrell: There's no reticence, Mr. Chairman, I don't think there is really anything more that can be added.

Mr. S. Smith: Do you agree with the Treasurer when he says that it's important the OHIP premiums continue in some way to keep a visible link with total health care costs? Isn't it a fact that your own ministry—it says "Dennis R. Timbrell, Minister," here in this ad—points out that OHIP premiums cover less than one-third of Ontario's total health care costs? Do you feel that it's important that people know of some continuing relationship between OHIP premiums and total health care costs?

Hon. Mr. Timbrell: I think it is important, Mr. Chairman, that there be a link, that people understand.

Mr. S. Smith: What should the size of that link be?

Hon. Mr. Timbrell: The size of the link is as outlined in the budget.

Mr. S. Smith: By the Treasurer; and as far as you are concerned, if he changes his mind next year that's okay too, but you have no notion in your own mind as to what a really good-sized link is that would make sure that the OHIP premiums would have a beneficial effect on the system of which you're the minister. You have no notion what would be a good-sized link in the future. You're basically waiting to be told by the Treasurer next year, as you were this year.

Hon. Mr. Timbrell: The hon. member knows that's not the case. The final analysis, the preparation of and the responsibility for presenting and accounting for fiscal and budgetary policy rests on my colleague the Treasurer; just as, in the final analysis, what-

ever happens in any ministry, in terms of the program run by the ministry, falls on that minister. This is the policy which has been developed by our government and announced, defended and explained by my colleague the Treasurer, and as members of the government we all support it.

Mr. S. Smith: Could I put it the other way then? What evidence do you have that the amount of link that existed in the public mind between the rising health care costs, as you put it, and the premium level as it was last year was insufficient to keep down unnecessary utilization and that an increase of 37.5 per cent was necessary to make the link more vivid and improve the utilization situation? What evidence do you have that that link was too small and that the present visible link is just the right one?

Hon. Mr. Timbrell: When you say "just the right one" I might be out by half a percentage point one way or the other.

Mr. S. Smith: What evidence do you have that it's only half a percentage, may I ask?

Hon. Mr. Timbrell: The concern that has taken so much of the time of groups like the Taylor committee, like the Ontario Economic Council, like so many other groups looking at the cost of health care—there was a very good series a year ago, for instance, in the *Financial Post*, which is being followed up by a conference this weekend; one of the principal things which has concerned all of the authors of these reports has been the tremendous growth in demand for services where we have government-run plans such as in Ontario. We have witnessed a 60 per cent growth in the last five or six years, moving from an average of four claims per person per year to a point where now it's slightly over six claims per person per year. It is because of this that all of these committees have recommended there be a link maintained between the costs of these services and the premium system. It is government policy that we accept that proposition that there be a link.

Mr. Conway: On this point again, Mr. Chairman, since the increase, the link or whatever, is tied into the budget, which says squarely that it depends upon the Taylor report and it, in fact, relates to the recommendation in the Taylor report as support, since that Taylor report carries the signature of the very respected Boyd Suttie, an assistant deputy minister within your ministry, and since the other part of that report is that these amounts be reviewed on an annual basis with the clear instruction that where

you are going to make increases they should be done more often to lessen the great impact, how are you going to accept that recommendation for an annual review of this link and of this relationship if you have not determined what the relationship should be, because it is clearly instructive in that recommendation that some determination be made?

Hon. Mr. Timbrell: Let me just say something, Mr. Chairman, lest the wrong impression be left with respect to my very capable assistant deputy minister Dr. Suttie. None of the members of the committee—and this includes the representatives of OMA as well as those people who came from the government, Dr. Suttie, Mr. Dick, the Deputy Treasurer, and Dr. Parr, the Deputy Minister of Colleges and Universities—was given instructions, in the case of the two deputy ministers and one assistant deputy minister, by the government; and I'm told by Dr. Loeb, the president of the OMA, none of the others by the OMA. They were all chosen because of their wealth of experience and knowledge about health matters and so many other things and were expressing their own opinions and not representing some constituency called the Ministry of Health, the government of Ontario or the Ontario Medical Association.

Mr. Conway: So you are not suggesting for a moment that you accept that recommendation?

Hon. Mr. Timbrell: Oh Mr. Chairman, the hon. member plays such word games.

Mr. Conway: It's a very important recommendation.

Hon. Mr. Timbrell: I was pointing out to you that I was concerned lest representatives of the media get the wrong impression about a very honourable, very capable gentleman in my ministry.

[3:15]

Mr. Conway: I couldn't agree more, but the point is, this premium increase is related in the budget to this recommendation and I'm asking you, as Minister of Health, what you have to say about that particular recommendation? Do you accept it? If so, how are you going to proceed with an annual review if you don't have any criteria upon which to base it?

Hon. Mr. Timbrell: Mr. Chairman, again, as a member of the executive council, as a member of the government, I support the fiscal and budgetary policies of my government, one of which is to retain a link; and the other of which, as far as percentages go,

has been outlined by my colleague the Treasurer. Really nothing more than that can or needs to be said.

Mr. Conway: So you don't want to make any comment on that particular recommendation as Minister of Health?

Hon. Mr. Timbrell: As a member of the executive council, I have; and as Minister of Health.

Mr. Conway: How are you going to proceed with it if you can't—well, I won't pursue it because he's obviously not prepared to; there is no policy and that's what the record will have to show.

Hon. Mr. Timbrell: Mr. Chairman, there is a policy which the hon. member either fails or refuses to see.

Mr. Chairman: Have you completed, Mr. Smith?

Mr. S. Smith: I'd like to yield to Ms. Gigantes. It's obvious we're not going to get an answer.

Ms. Gigantes: I'd just like to take the minister through some of the figures he's provided to us. I'd ask him, was he happy with the level of premiums compared to payments out in OHIP in 1972?

Hon. Mr. Timbrell: I wasn't minister at the time.

Ms. Gigantes: Well, was the government happy? When did the government's concern get established on this issue?

Hon. Mr. Timbrell: Well 1972 was the beginning of the plan in its present form—

Ms. Gigantes: So presumably you were satisfied then.

Hon. Mr. Timbrell: —and, of course, the premiums had just been adjusted. The premiums were reduced as a matter of fact, the combined total, at that point in time.

Ms. Gigantes: Between 1972 and 1979, OHIP payments have grown by \$419 million and OHIP premiums have gone up by \$600 million.

Hon. Mr. Timbrell: Yes.

Ms. Gigantes: So the growth in premiums has far outstripped the growth in payment since 1972?

Hon. Mr. Timbrell: I think you have to look at the percentage of—

Mr. Backley: I'd make the point that OHIP doesn't pay for hospital costs in these payments. That's a separate budgetary item within the ministry. OHIP pays for practitioner fees, medical and other practitioners; and laboratory costs.

Ms. Gigantes: These figures are meant to mean something, are they? What are they meant to mean?

Hon. Mr. Timbrell: These are meant to show what has happened with the OHIP vote.

Ms. Gigantes: Exactly. That's what I thought I was talking about.

Hon. Mr. Timbrell: It doesn't include hospitals. If you wanted to take Dr. Smith's argument and follow it very assiduously, then you would also have to—and if you want the figures, we can perhaps throw them together as well—throw the hospital costs in here as well, if you want to take a pure insured services argument, and relate all of these things.

Mr. Conway: Better tell that to Darcy.

Ms. Gigantes: But there is already a kind of screening process on who goes to hospital. If you're trying to make a visible link for the public of Ontario between the health costs the public incurs and the revenues that the public has to raise for that purpose, you're not going to say, "We want you to know, whenever you choose to rush off to hospital and admit yourself to a bed . . ." You were trying to make the link, surely, in the OHIP figures. Is that what the Treasurer was doing, or did I totally misunderstand? When you want to make your visible link, you want to do it on the OHIP premiums, eh?

Hon. Mr. Timbrell: That's right.

Ms. Gigantes: So this is not only a visible link, this is an indication to the population of Ontario that although the payments by OHIP rise by a factor of four or whatever it is, the OHIP premiums are going to go up—you know, if it's \$400 million for OHIP payments' increase in that period, the OHIP premiums will go up \$600 million.

Hon. Mr. Timbrell: With respect, you could make it look even worse if you just took the MDs, for instance, and cut out the payments that go to chiropractors and optometrists and osteopaths and so on.

Ms. Gigantes: Do you intend—

Hon. Mr. Timbrell: May I finish please? The point I was trying to make, and I hope it's clear, is that if we can just for a moment be very purist and follow what Dr. Smith would like, you must relate the premium revenue to the total number and range of services which are called insured services, and then do your comparison. This is just a table of figures relating to the payments to physicians and practitioners.

Mr. Sweeney: Why would you put it in that form? It doesn't make sense.

Hon. Mr. Timbrell: That's why it says, "Selected OHIP Data."

Mr. Sweeney: In other words, you selected what you wanted to give us to lead us down the garden path.

Hon. Mr. Timbrell: No, no. One of the staff had prepared this and put it in front of me and I thought I'd share it with you. This is what we were getting into the day—

Interjection.

Hon. Mr. Timbrell: No. You ask any question you want, you'll get all the figures you want. This happened to be at hand and I gave you a copy. You asked for a copy. Maybe you would still make the same argument, but I think—

Mr. Sweeney: OHIP stands for "Ontario Health . . ." It doesn't stand for "Ontario Hospital . . ."

Hon. Mr. Timbrell: That's right. It used to be separate. We used to have the Ontario Hospital Services Commission, which ran the hospital insurance plan and sent separate premium notices, and we had the Ontario Medical Services Insurance Plan; and they were combined—

Mr. Sweeney: Under OHIP.

Hon. Mr. Timbrell: —under the Ontario Health Insurance Plan. The people who work in OHIP, while they collect premiums related to the insurance services, they don't look after all of the insurance services because the hospitals—

Mr. Sweeney: So they collect for the hospitals but they don't pay them.

Hon. Mr. Timbrell: They come under another part of the ministry.

Mr. Sweeney: Ye gods, no wonder we're confused.

Mr. Conway: I'm wondering why the Minister of Health finds it difficult not to accept the criteria established by the Treasurer in budget paper B in 1976, where he's very clear in what he considers insured health services. He talks of payments to practitioners, ambulance services, extended care. He seems to be making a point of what my leader is saying. Does he not accept the criteria of budget paper B 1976 in financing health care?

Mr. Chairman: I really think we've been through that route, Mr. Conway.

Mr. Breaugh: I must say I'm kind of happy with the way things have gone. I was afraid, you see that you were going to send us computer runs and I wouldn't understand any of it. This is closer to what I write on the back of a matchbook. A combination of script and

duplicating has got me going here, and the squiggly lines I love. That adds a touch of class to it.

There's a little bit at the bottom that bothers me. It says here that your source is the annual report, then in brackets: "Participants taken from internal reports"—I like that part—"therefore per capita data derived will be different from the annual report." Why?

Hon. Mr. Timbrell: I'm not sure, unless some of the figures in annual reports are perhaps unaudited.

Mr. Breaugh: Is this part of the selective process we're going through here, one set of numbers today and another set of numbers later on?

Hon. Mr. Timbrell: Mr. Breaugh, I wouldn't share this kind of thing with you if I was trying to hide any numbers or be selective. You ask the questions, we'll get you the numbers.

Mr. Breaugh: Okay, on per capita cost, percentage increase, mine is just put in an awkward place. I take it that's 3.5 per cent?

Hon. Mr. Timbrell: Yes.

Mr. Breaugh: So you're estimating that in 1977-78 it will be 12.8 per cent, but in 1978-79, the increase will be only 3.5 per cent?

Hon. Mr. Timbrell: Yes. The others are all actuals; except for 1977-78, which is an estimate but it's pretty close.

Mr. Breaugh: In the next one, you are doing some projections here on the number of claims. I notice you didn't make a percentage increase, though you did put in a half-year number of claims. What would the percentage be there? You've gone from 11.1 per cent in 1974-75, down to 7.4 per cent in 1975-76, down to 4.3 per cent in 1976-77. Is that downward trend going to be continued?

Hon. Mr. Timbrell: One would hope so.

Mr. Breaugh: Why, then, are we faced with a percentage increase that's so dramatically different this year? It strikes me that if your percentage of claims is dropping you wouldn't need as much money.

Hon. Mr. Timbrell: But again it doesn't begin to cover the cost of the system.

Mr. Breaugh: You use the word "expenditures" here—and you use this word rather nicely—and at the top you say "total ministry expenditures," not making the distinction between insured and non-insured things. What do these numbers say? Are these provided services insured services or non-insured; or are they, in fact, total ministry expenditures?

Hon. Mr. Timbrell: The top and the bottom relate to the total ministry expenditures.

Mr. Breagh: So that includes both things.

Hon. Mr. Timbrell: Right. The middle section relates to OHIP payments, which are to physicians and practitioners, the things which the people in the OHIP offices around the province deal with; and other insurance services, like the hospitals, are dealt with through the institutional services branch.

Mr. Breagh: Okay, so to take the bottom line here, premium revenues as a per cent of total expenditures for 1978-1979, your estimate is 28.4 per cent.

Hon. Mr. Timbrell: Yes.

Mr. Breagh: That doesn't quite jibe with all this other discussion that you have upped the ante to about 34 per cent. That's, supposedly what the previous argument was about.

Hon. Mr. Timbrell: That's right.

Mr. Breagh: But I don't understand. If you choose to make that distinction on one hand, why do you present us with a set of figures that doesn't make that distinction.

Mr. Backley: This actually bears out what the minister was saying.

Mr. Breagh: Well, I am sure it does; but somebody explain to me how.

Mr. Backley: It's 28 per cent of the total ministry expenditures—

Mr. Breagh: Right.

Mr. Backley: —but it's the higher percentage of the reduced amount and it relates only to insured services, which Dr. Smith was talking about.

Mr. Breagh: That's what you end up with.

Mr. Sweeney: In other words, if you decided to put an entirely new service under health and it had nothing to do with insured services, then that would become part of this as well.

Mr. Breagh: Yes.

Mr. Sweeney: Now if you were to take the medical schools at London and Queen's and Toronto and put them under the health department, then this would become 25 per cent.

Hon. Mr. Timbrell: Well, for instance, just as a number of programs in relation to environmental and occupational health, which used to be in the ministry and which are significant consumers of government dollars, are no longer there, perhaps you would have to juggle figures to show what it might be now if they were still here.

Mr. Sweeney: But don't you see that's precisely the whole point when you can add things in and take things out?

Mr. Breagh: That's why they are calling this selected OHIP data.

Mr. Sweeney: You are really diddling the public in terms of what health means in this province when you can juggle those figures around like that.

Hon. Mr. Timbrell: Not at all.

Mr. Breagh: It's what you are talking about.

Hon. Mr. Timbrell: No.

Mr. Sweeney: Sure you are.

Mr. Breagh: Could you establish for me, Mr. Minister, as I am at a loss on this one, can you establish for me the relationship that exists or which in your mind as a minister ought to exist, between the estimates you have made here and the increased premium costs? If I read this set of numbers, I would say: "Well, the percentage of claims is declining—"

Hon. Mr. Timbrell: No, the growth is declining.

Mr. Breagh: The growth is declining.

Hon. Mr. Timbrell: But there is still growth.

Mr. Breagh: But there is still growth, I understand that. I want to see how you arrived at that relationship, though. Why did you look at this set of numbers and say: "Oh well then, we will now have to jump the ante in the premiums"? What's the rationale there?

Hon. Mr. Timbrell: I think that question is best put to the Treasurer whose responsibility it is to decide—

Mr. Breagh: Well, you are leaving this ministry a little faster than I would care to have you leave it.

Hon. Mr. Timbrell: I'm staying put.

Mr. Breagh: We are discussing this matter with you, and I think as Minister of Health you must have taken a position at some time. You must now have some position which says this is the amount of business we are doing. You say this is an insurance scheme of sorts; frankly, I don't see the relationship, what is it?

Hon. Mr. Timbrell: All of us in government, whether it's in this government or the government of Saskatchewan or the government—do we have any Liberal governments?

Ms. Gigantes: Yes, in PEI.

Mr. Breagh: There's still one federally; it's only temporary, but it's still there.

An hon. member: It has been a long time temporary.

Mr. Breaugh: Don't we know.

[3:30]

Hon. Mr. Timbrell: Like income tax.

All of us in government operate under the system, and under our parliamentary system of government, whether the person is called the Minister of Finance, the Treasurer or whatever, that minister must look over all of the sources of revenue, and based on stated principles, which he or she is prepared to defend, make the adjustments necessary to make the budgets work, as it were. So I am not trying to escape from your question, other than to point out that it is the area of responsibility of my colleague; just as I am sure if you ask my colleague about something to do with the ambulance service in Oshawa or the way a psychiatry hospital in the lakehead is working he would defer to me, because even though he is a member of the same executive council he has his responsibilities and I have mine.

Mr. Breaugh: But you, as Minister of Health, have just said that you don't have any relationship, you don't have any criteria, and that in fact this analysis, such as it is, of what you have done and what you estimate you will have to do, bears no relationship to the premium increase.

Aside from the fact that you love the Treasurer, you don't have a direct relationship established there. The premium increase, in fact, doesn't have anything to do with your cost increases, the increases you face in the number of claims. It is not related to that.

Ms. Gigantes: Not even with ministry expenditures.

Hon. Mr. Timbrell: Well, the ministry supports it and it is part of—

I'm sorry, Mr. Chairman, I didn't know Mr. Smith had the floor.

Mr. S. Smith: Excuse me.

Mr. Chairman: Mr. Breaugh has the floor.

Mr. S. Smith: I would love to hear the minister explain how this revenue-raising device that changes from year to year—

Hon. Mr. Timbrell: The ministry supports the premium system and has from the beginning. The proportion of expenditures that is to be raised through premiums is the decision of the Treasurer, as is evaluating the impact on the province of any change in any source of revenue.

Mr. Breaugh: I accept that you are in effect saying this is not in any way, shape

or form, your doing at all, that it isn't by anybody's standards really even an insurance scheme any more. Sometimes it is, sometimes it isn't; but the premiums bear no relationship, that you, as the minister responsible can establish, for the premiums charged, somebody else did that.

Hon. Mr. Timbrell: As a member of the government I will take my share of the responsibility of course.

Mr. Breaugh: Sure, but as Minister of Health you don't.

Hon. Mr. Timbrell: The same as with other members of the government; once something has been decided in cabinet and enunciated as government policy in any area, we all share the responsibility for that.

Mr. Breaugh: Can you tell me, then, why you perpetuate the flimflam of an insurance scheme? It is obviously not.

Hon. Mr. Timbrell: What do you mean?

Mr. Breaugh: I mean, if you want a direct link that everybody can see, say—this is your health tax for the year; why do you perpetuate the concept that it is—

Ms. Gigantes: It is not even related to health costs.

Hon. Mr. Timbrell: In some provinces they do that. I think in Nova Scotia, for instance, they refer to the sales tax as the health tax—

Mr. Breaugh: Yes.

Hon. Mr. Timbrell: —or health sales tax or something like that. In Quebec they have a payroll tax plan—

Mr. Breaugh: Right.

Hon. Mr. Timbrell: —which is dedicated to health. I am not sure at this point what percentage that covers, but a very large proportion comes out of other general revenue to cover the cost of health.

Mr. Breaugh: Okay. But why, then, are we retaining here that nomenclature that says that it is an insurance scheme, when it isn't?

Hon. Mr. Timbrell: I think the originators of the hospital insurance plan, which is really the grand-daddy of what we have now, so to speak, rightly felt there had to be that visible fiscal link between the services and the people being served.

Mr. Breaugh: Wouldn't it be far more direct and far more visible if you said you've got a health tax for health costs in Ontario? And we stopped fooling around with the concept that was perhaps traditionally correct, in that it was an insurance scheme initially, but certainly isn't now. As minister,

you don't even have a relationship established between your costs and the premiums. You don't even have a rationale, let alone a relationship.

Hon. Mr. Timbrell: I have pointed out in my remarks yesterday—I can't recall the exact figures—that if the premium system were to cover the total cost of health care we would be talking about annual premiums in the thousands of dollars for a family—

Ms. Gigantes: Why don't you do it?

Hon. Mr. Timbrell: —approaching a couple of thousand dollars. A point of sales tax brings in, I think, about \$300 million. If you were to dedicate that as the sole source of revenue and relate it, you would obviously be talking about a sales tax of the order of 13 points.

Ms. Gigantes: Look at your progressive income tax.

Hon. Mr. Timbrell: These are the alternatives you may want to propose.

Mr. Conway: Supplementary to that: I just want the minister to explain to me, as one citizen in this province, where the visible link is for me. As a citizen in this province and, fortunately or otherwise as a member of this assembly, how do I, as a good taxpayer, make sure there is a visible link for me? Because I do not see anything. I have not seen any OHIP premiums for well nigh the last year, so where's the visible link for me? I would just like you to explain that.

Hon. Mr. Timbrell: How come you stopped paying a year ago? I only stopped a couple of months ago.

Mr. Conway: Well, I certainly haven't seen OHIP premiums in the last year, thanks to the collective agreement of which I am a part. You just explain to me, since I am prepared to accept the visible link argument in support of premiums, where it is for me. I haven't seen a premium for a long time, and as long as I don't see a premium I am not too impressed by all the arguments.

Hon. Mr. Timbrell: The hon. member doesn't pay premiums but he does pay taxes, or at least files a return, so he would see it on his T-4 where it is shown as a taxable benefit, which does not make it a tax.

Mr. Sweeney: Oh, you are really reaching.

Hon. Mr. Timbrell: It is a different kind of reaching, Mr. Sweeney, from the reaching which you are doing.

Mr. Sweeney: So it is a tax, admit it.

Mr. Conway: I want to clarify that. What the minister is saying then, and I can accept it, is that the visible link in the premium system for people like myself, who are now the majority, is when we get our T-4 slip and see it as a taxable benefit, that in fact it is on the annual tax slip that I have that visible link.

Hon. Mr. Timbrell: Which means, of course, that your high income and the progressivity of the tax system, which that then begins to relate to, spreads it out compared to somebody who is perhaps earning half as much as you, is having it paid for them and then having it show up as a taxable benefit.

Mr. Chairman: Mr. Breaugh, have you completed?

Mr. Breaugh: Following that, I fail to see why you don't move on this matter. If you're all hung up, if you want the visible link, make it a visible link; call it a health tax and put it on the income tax sheet and at least put some fairness into that, so that those who earn more money will pay some greater percentage of the cost than those who earn less money and can't afford it. I don't understand why you are not doing that.

Hon. Mr. Timbrell: I don't think that anybody would seriously want us to establish a separate new tax—

Mr. Breaugh: Well you've already done that. I'm suggesting you change the name, call it what it is.

Hon. Mr. Timbrell: —with the cost of administration associated with a new tax. Is that really what you are suggesting? That would set up a health tax branch, like you have a retail sales tax branch?

Mr. Breaugh: You've already got one. You would change the shingle, maybe, but it's already there.

Hon. Mr. Timbrell: Whatever the premium level is, if it goes up or down that has no impact on the administrative cost of OHIP. You don't add any staff, you don't subtract any.

Mr. Breaugh: I accept your whole argument that the premium has no relationship to any cost that you've got, no matter where.

Hon. Mr. Timbrell: It has a direct link; but it does not cover the whole thing.

Mr. Breaugh: It might have a direct link, but it doesn't have any relationship.

Hon. Mr. Timbrell: It never has covered the whole thing. It used to cover a lot more.

Mr. Breaugh: Well, I'll rest my pole for a while.

Mr. Chairman: Ms. Gigantes, do you have a supplementary?

Ms. Gigantes: Even if you are trying to relate the increases in the premium from 1973 up to 1979—not talking here about OHIP payments out—we are talking about total ministry expenditures. There is no relationship. If you want to make things visible to people you could make it a little more rational than this. We get an increase in ministry expenditure that is 70.8 over those years. We get an increase in premium costs for the public of 92.5. Why does it have to become more and more visible? How is it in any way related in the public mind, why should it be in any way related in the public mind to increasing cost of health care? It obviously doesn't relate even to your ministry expenditures.

Hon. Mr. Timbrell: With respect, I would suggest you take a look at the bottom line, which is admittedly relating total expenditures to premium revenue and drawing a percentage relationship. Going back to the start in 1972, it was 25.6; it has gone as low as 18.7 and is back up to 28.4.

Ms. Gigantes: But when you add up the figures, Mr. Minister, they are as I suggest to you; there has been, since 1973 up to 1979, a 70.8 per cent increase in the total ministry expenditure, and there has been a 92.5 per cent increase in premium revenue.

Hon. Mr. Timbrell: Where did you get the 70.8?

Ms. Gigantes: I just added them all up.

Hon. Mr. Timbrell: I make it a 94.4 per cent increase in ministry expenditures.

Ms. Gigantes: I just added up all the percentages.

Hon. Mr. Timbrell: You can't do that.

Mr. Breaugh: You didn't say that was the rule when you set out; sure we can add it up.

Mr. Sweeney: Just compare the top line and the bottom line.

Ms. Gigantes: They go up, they go down; there is no rationale.

Mr. Sweeney: There is no rationale to what you are doing with this thing either.

Hon. Mr. Timbrell: You have to compare the beginning and end. In the ministry's expenditures, just to take that example, if you take the \$2,033.1 million to the \$3,951.5 million, that is a 94.4 per cent increase, and I would respectfully suggest the easiest and most appropriate comparison if you want to talk about—

Ms. Gigantes: It's useless.

Mr. S. Smith: I have a few questions. I take it, Mr. Minister, that what you are saying is that you agree there should be OHIP premiums charged, and you agree these premiums should retain a visible link with the costs of health care. So far that is correct. You agree it has to be a large enough proportion of costs so as to be sufficiently visible and have some impact on people's decision-making, I presume, otherwise what is the point of it being visible? So I presume you feel it has to be of sufficient size to have the impact which undoubtedly you want it to have. I am sure we don't disagree so far.

But the exact size that it should be is something that you feel is really in the realm of the government generally to decide, but basically the responsibility of the Treasurer to decide from year to year based on whatever annual considerations might exist. I might say based on how much revenue he needs, you might say based on something he discovers about human psychology or the health system; but you are willing to say basically there has to be a link, but the exact size of what that link should be from year to year is pretty well the prerogative of the Treasurer and you would like us to question him on that when he comes.

Hon. Mr. Timbrell: It must be, Mr. Chairman, in any government under our British parliamentary system, whether it is this one or in Ottawa; if the Minister of Finance wants to change excise taxes, or cigarette or alcohol taxes—

Mr. S. Smith: It is a revenue-raising device which the Treasurer has to, from time to time, have the freedom to change. I understand the point you are making.

All right. I have three little questions that are to some extent related. What evidence do you have that a sizable visible link of this kind actually does reduce unnecessary utilization? I am interested in that evidence, given the fact that you probably know that the people who have their premiums paid for them by the government actually use the system less than the people who pay their own premiums. That being the case, what is the logic that suggests to you that this visible link will, in fact, lead to a reduction in unnecessary utilization of the system?

Hon. Mr. Timbrell: I think you need to look at the years when we had the greatest increases in numbers of claims and percentage growth. Those were the years when, relatively speaking, the premiums were

going down; that is, relative to spending, when we got down to the point of 18.7 per cent of total expenditure. I am not sure what the relationship would be to insured, but let's say it is four or five points higher, but still much lower than what we are talking about now. That year we had a growth in claims of 7.4 per cent; the previous year having been 11 per cent; but in 1976-77 when the premiums were increased to bring it more into line the utilization dropped down to a growth rate of 4.3 per cent. I guess the preliminary figure for last year was probably around 4.5 per cent or four per cent growth in utilization.

[3:45]

Mr. S. Smith: You're basically trying to say to me that you have graphed this out, and that whenever the premiums were accounting for less—

Hon. Mr. Timbrell: No, what I'm saying is that up until 1972—and I'm sorry I don't have the chart with me, I will table that as well next week; it shows the development of the premiums for, first, the separate plans and then the joint plans and up to the present—but at 1972 the cost of health care, the visible link, if you will, went down, because the two premiums were combined and there was a reduction in the premiums. Then, of course, that stayed the same for four years, so that relative to the cost of health care that link was becoming less and less a factor, less and less important. Those were the years when we saw the largest growth in numbers of claims and utilization of services. However, 1976 and 1977 have seen two of the smallest levels of growth in utilization in the history of the province.

Mr. S. Smith: To some extent, of course, what you're doing is taking a fraction and telling me that when you increase the denominator the fraction actually decreases in size. You surely are not trying to interpret this data as suggesting that when you increased the OHIP premiums there was a reduction of some kind as a consequence of that. Look at the year where you increased the premiums 39.5 per cent and you still had an increase of 4.3 per cent in the claims. Last year you didn't increase it at all and you're telling me the increase was still four point something per cent; no difference at all. Two adjacent years—one year you increase it 39 per cent, the next year you didn't increase it at all and there's no change.

Hon. Mr. Timbrell: Mr. Chairman, I wouldn't be so foolish as to try to peg it all to that. We all know that within the

last three or four years, particularly in the last two, members of the government, my predecessor and myself in particular, have put increasingly more emphasis in our dealings with the public on the question of the cost of health care.

Mr. S. Smith: I agree.

Hon. Mr. Timbrell: So that the level of public knowledge about, interest in and concern about—

Mr. S. Smith: Oh rubbish. It's the fact that you've cut down the number of doctors and you know it.

Mr. Chairman: Order.

Mr. S. Smith: Sorry. It has nothing to do with concern.

Mr. Sweeney: Mr. Chairman, one supplementary: If the minister is arguing—

Mr. S. Smith: I'm sorry. I interrupted him, John; let him finish.

Hon. Mr. Timbrell: I've always been impressed with the manners of the Leader of the Opposition.

Mr. S. Smith: Of course, of course; and I with yours, Dennis.

Hon. Mr. Timbrell: Such a great fellow. Certainly another factor has been the fact that within the last couple of years we have clamped down on physician immigration into the province, the levels of enrolment in the medical schools were held at current levels, although it wouldn't have much of an impact on those particular years. It will start to have an impact about now and in succeeding years. There are a number of factors, but I, with respect, suggest to you it is more than just rubbish, as you think. The public are more aware now of the problems associated with the cost of health care and are more conscious of the fact that it is by far the largest area of expenditure and program of their provincial government.

Mr. S. Smith: Other than the flimsy evidence, Mr. Chairman, that alleges that somehow the utilization went up one year when premiums were a relatively small amount of the total health cost—which happens to have been the year of outstanding inflation but that's beside the point—is there any other evidence that the minister has that increasing this visible link with OHIP premiums, a link that's absent in six other provinces, will lead to less unnecessary utilization of the health scheme? Is there a shred of evidence, as I say, in the face of the fact that people who have their premiums paid for them actually use the system less than those who pay their own premiums? Is there a shred of evidence other than the flimsy stuff he's talked about?

Hon. Mr. Timbrell: Again, Mr. Chairman, there are so many factors. The evidence is that the growth is much lower in those years than it had been prior to that. One of the factors is undoubtedly the level of premiums. Another is the fact that 1976, if you'll recall, was the year when cost containment in health care really hit the headlines and was driven home very forcibly with everybody in the province. It became the topic of conversation at that point. So there are many factors that contribute to that. We're just pleased to see that, and we feel that the premiums have got to have an impact on that.

Mr. S. Smith: I see. So it's an article of faith, basically. You feel it must have a bearing but you have no shred of evidence to give us. What about the next question, with regard to the visible link and how important is it? Can you give us studies, Mr. Minister, with regard to what the costs and benefits would be estimated to be of a system whereby the individual would actually use, as happens in Quebec, a personal card of a credit card type each time he would go to the physician or laboratory; and have a receipt, as you do in a restaurant when you use an American Express or Chargex card or whatever?

How much would such a system cost and what would be the benefits in terms of being able to check up on whether the services billed for were, in fact, rendered? Similarly, what would be the costs of distributing to every citizen at the end of the year a statement of the amount of money spent on his behalf by the government for his personal health care needs so that he would have a genuine visible link and would really know what health care was costing rather than this spurious one about OHIP premiums?

Hon. Mr. Timbrell: We call that the unique personal identifier, and I emphasize that to go to that card we would need to change our present enrolment system so as to follow through on all the benefits. I would also tell you that we have cabinet approval in principle to do it eventually. The cost would be about \$6 million. On the cost of an annual statement from OHIP, we come back to what we were discussing with Ms. Gigantes; a statement just from OHIP would relate only to payments for physicians and practitioner services, so we could not, since OHIP does not pay a bill each time you go to emergency or each time you occupy a hospital bed, we could not tell you in that statement what we paid out in the hospitals since the hospitals are on global

budgets and they are not on per diem billing.

We could tell you on that statement the average cost per person per year for health services and that sort of thing, and give you your specific amount for OHIP for physicians and practitioners. That's a possibility, that is something I think we can look at; but again we come back to the basic problem of the organization of the system, which I'm sure we'll get into next week, having to change the system and dislocate a significant number of people who work for OHIP at a time unemployment is as high as it is. We wouldn't particularly welcome having to do that at this time.

Mr. S. Smith: You have given me a \$6 million cost for the personal identifier, as you called it—

Hon. Mr. Timbrell: The unique personal identifier.

Mr. S. Smith: Surely that card could also be used in hospitals so that the number of hospital days would be registered, and the average cost per diem of that hospital; and that could be put on the same sheet that would go to the person at the end of the year? Surely that's not beyond human ingenuity? You used to do that.

Hon. Mr. Timbrell: We give them, in most hospitals now, a statement when they leave so that they know—

Mr. S. Smith: What was spent on their behalf, yes. All of this could easily be incorporated into an annual statement on the total, including physiotherapy they received, laboratory tests. It shouldn't be difficult.

Hon. Mr. Timbrell: I don't know that we'd break it down. That's one of the things we're arguing among ourselves, whether you break it down according to services, because there may be some things that certain members of the family don't want other members of the family to know.

Mr. S. Smith: I appreciate the problem. It's always been a problem, I quite agree.

Hon. Mr. Timbrell: As I said, we have approval in principle, but the biggest hurdle we have yet to get over—and we'll wait until we get the Krever commission report—the biggest hurdle to get over is going to any personal identifier, for which we would probably use the social insurance number, is the matter of confidentiality.

Mr. S. Smith: I understand, that's a genuine problem; but what will be the costs and benefits? Do you have any estimate of that based on other jurisdictions' experience and so on? The costs you say will be \$6 million.

Presumably there will be costs for the annual statement as well.

Hon. Mr. Timbrell: About \$1 million, I think.

Mr. S. Smith: That's not too bad. What would be the benefit, do you suppose, of having this check on whether the services rendered were really rendered?

Hon. Mr. Timbrell: Excuse me, to get to that point, you have to turn the existing system out and completely change the enrolment system and significantly reduce the numbers of people involved in some areas and increase in others; there is a dislocation.

Mr. Conway: How many, 650?

Hon. Mr. Timbrell: No, no; as I said in the House yesterday, that is associated with, as presumably you are going to recommend, doing away with the premium system. The initial figure I had was 625, and the revised figure—the staff took another look at it—would be about 450.

Mr. S. Smith: Just on that point though, what would the benefits be? Do you have an estimate of benefits?

Hon. Mr. Timbrell: To do that?

Mr. S. Smith: An estimate of benefits to go to this new system and have this automatic check on services rendered.

Hon. Mr. Timbrell: If we were to do as your colleague is suggesting, the costs to OHIP—I'm trying to remember—is \$3 or \$4 million a year in salaries and benefits and so forth. We would have to, if I remember correctly, add a few staff for the unique personal identifier. So the net saving in terms of administrative cost would be—the figure \$3 million is in my mind, but I'll check that.

Mr. S. Smith: Okay, that's administrative cost. What about costs of services—being able to check on services rendered and the effect on people from knowing how much is being paid on their behalf; that's a visible link?

Hon. Mr. Timbrell: That's right.

Mr. S. Smith: Do you have any estimate of how much you expect to save by doing that?

Hon. Mr. Timbrell: No.

Mr. S. Smith: None at all? No experience from other jurisdictions to compare?

Hon. Mr. Timbrell: Not with me; I can—

Mr. S. Smith: Does your esteemed deputy? You've been working on this possibility for a long time, introduction of this; and you have no notion what you could expect to save?

Hon. Mr. Timbrell: We put the thing on the back burner until we hear from Krever, because of—

Mr. S. Smith: Confidentiality—

Hon. Mr. Timbrell: That was the big one. So it is not something—

Mr. S. Smith: I understand; but you honestly have no idea of how much you could expect to save by bringing in that kind of visible link, the most conceivable link?

Hon. Mr. Timbrell: I'll check our figures; I can't recall it, I'm sorry.

Mr. Conway: Just supplementary to that: Recognizing your concern about those people involved in terms of dislocation and movement, are not those in large measure the people who are being moved to Kingston as part of the Go-east policy?

Hon. Mr. Timbrell: They are among them.

Mr. Conway: How much among them? What is the percentage? What is your commitment to Kingston—900?

Hon. Mr. Timbrell: Yes.

Mr. Conway: How many of that group would be tied into the premium system in any way? It is my understanding that most of them are.

Hon. Mr. Timbrell: It would be a third to a half who are involved with the present premium system, cashiers and so forth.

Mr. Conway: It's my further understanding that it involves a year, roughly; is there any additional information?

Hon. Mr. Timbrell: No, the deputy was pointing out that if you were to abolish the premium system and introduce, as you would have to, the unique personal identifier, you would need about 100 more staff there; so the net is probably 300 or 400.

Mr. Conway: So are you suggesting that to implement the unique—I love that phrase, do you want to run that by me again?

Hon. Mr. Timbrell: Unique personal identifier.

An hon. member: UPI.

Mr. Dukszta: One number instead of two.

Mr. Conway: That's very useful. Are you saying that UPI and the present premium structure are, essentially, mutually exclusive?

Hon. Mr. Timbrell: No. We just can't do it very well.

Mr. Conway: But if you go to UPI, you really can't keep much of the present premium structure—the apparatus, right; in the enrolment?

Hon. Mr. Timbrell: It becomes an add-on.

Mr. Conway: So it is presumably atrophied. So really, what you are saying is that if you proceed with UPI you are significantly backing away from much of the present premium mechanism.

Hon. Mr. Timbrell: No, no.

Mr. Conway: In support personnel?

Mr. S. Smith: Why can you not have a premium system and UPI at the same time?

Hon. Mr. Timbrell: Mr. Fetherston, who is the general manager of OHIP, is here. He'll give you some of the background.

Mr. Fetherston: The current premium system is based on a family number, which is a simple system as far as administration and collecting of money and so on is concerned. If you go to a unique identifier and keep the premium system, then you are increasing the administrative load. In other words, you have two systems. You have a family number and you have an SIN number as an individual. If you wanted to drop the premium system then you would have to go to some other type of—you'd have to drop the family number and go into a registration number, of perhaps an SIN number. That would take probably two years.

Mr. S. Smith: Where would the money come from that is presently coming from premiums if you went to the unique personal identifier?

[4:00]

Hon. Mr. Timbrell: You could have both—both being the UPI and the present enrolment system related to the present plan. You'd retain premiums and the existing system, where I have a number and you have one for your family. You could do both; you could have two numbers.

Mr. Duksza: Could I ask a supplementary to this question?

Hon. Mr. Timbrell: I'm sorry; I think perhaps we haven't answered the question completely. You could have the two systems, so that rather than having just an OHIP card or slip, as you have now, you would have two, with two different—

Mr. S. Smith: The registration card and a service card, which might be the SIN or whatever.

Hon. Mr. Timbrell: Yes.

Mr. Duksza: Aren't there some jurisdictions outside Ontario where they have a unique number and yet continue to have family benefits?

Mr. Fetherston: Not that I know of. In Quebec, as a starter, they tried the SIN

for the head of the family and then had a suffix on it for each of the dependants. They gave that up and they're now trying a number that, in effect, tells you something. Built right into the number are the initials of your name and your birth date and that type of thing.

Mr. Duksza: All we would need in our case here in Ontario, would be to add other indices to your qualifying of things when you're checking whether or not the subscriber is getting a particular service. How many indices do you use right now?

Mr. Fetherston: We don't. When we—

Mr. Duksza: You do. You have the place of residence, the name et cetera. I mean, how many of those indices?

Mr. Fetherston: If we have the family number, when a member of the family goes to a physician for treatment, the doctor puts on the card the individual's name, his birth date and so on. We capture that and build up a file from that information.

If you had, as we were talking about a minute ago, both the SIN number and the family number, instead of the name appearing in the file you would have the SIN number. So you'd have a family number and then you'd have a file of all the SIN numbers of the members of the family.

Mr. Duksza: One of the things you said was that if you went to unique personal identifiers, you would actually increase the cost of it. While on the one hand you would increase the cost of the administration, on the other hand you would finally be able to check on whether there is duplication in or misuse of the system. The fee table shows that you recover significantly less money in comparison with other jurisdictions; that would be one of the areas you could attack if you had a unique identifier.

How many numbers have you got now? Not so long ago, when we were discussing this during the estimates, I saw that you had 12.5 million subscribers—you've probably reduced it to 12 million—but if I am correct, there are only eight million people living here. I'm certain all your computer programs would be operating a little better, I suspect.

Mr. Fetherston: That was a misstatement and we cleared that up in public accounts. There were not 12 million subscribers. The numbers are—

Mr. Duksza: I know there are not 12 million subscribers. There are only eight million subscribers possible.

Mr. Fetherston: That's right—on the file.

Mr. Duksza: How many numbers on file do you have?

Mr. Fetherston: The numbers on file are purposely left there. For example, a person may be under a family number and get married. He gets his own number, but his name is still on the file and it's kept there for about a year in case any claims come under the original number. So the file is purposely left there. It's not meant to be a count of subscribers.

Mr. Duksza: Definitely you have a couple of numbers for some individuals, which means you could never possibly check ultimately whether they're getting service, what kind of service they're getting or whether they're cheating or not. Isn't that so?

Mr. Fetherston: Yes, you could.

Mr. Duksza: How could you?

Mr. Fetherston: The point is, the file isn't used to count subscribers. It was never meant to.

Mr. Duksza: No, I know that. I know how many people live in Ontario. That does not concern me. It concerns me whether you can actually control whether the service is delivered precisely as it's said to be delivered. That honestly concerns me, because it's money.

Mr. Fetherston: You can't do that under any service.

Mr. Chairman: I'm sorry, Mr. Fetherston, I should remind the committee that it is after 4 o'clock and I still have Mr. Van Horne and Mr. Sweeney on the list. Can we wind this up quickly?

Mr. Van Horne: I just have one point I would like to make. The minister indicated that we would be receiving some documentation in the next few days. It's of concern to me that when we look at the samples of selected OHIP data that we see 1977-78 estimate figures here. Is there any possibility, if we're using 1977-78 figures and realizing that the fiscal year has just ended, that there could be some indication, if you do quarterly reporting, that it's accurate up to the end of the third quarter or whatever, so that we can get a better handle on the "estimated figures?"

Mr. Backley: The problem with OHIP data is that the physician has up to six months before he can submit—

Mr. Van Horne: Okay. So we have it up for six months, at least?

Mr. Backley: As of now, we could not be sure until six months back that we had all the figures.

Mr. Van Horne: Okay. As long as we know that and that we're not playing with simply estimates.

Mr. Chairman: Do you want to pursue yours on Monday, Mr. Sweeney?

Mr. Sweeney: I only have one question, Mr. Chairman; maybe the minister, if he can't answer it, might want to get the information. In response to our leader's question, he indicated that the relationship of total ministry expenditures between 1976-77 and 1977-78 was a reflection of the effect of the visible link. Is that correct?

Hon. Mr. Timbrell: I think that's one of the factors.

Mr. Sweeney: All right. If that's the case, how can you explain, four sections down, that the per capita cost has increased from six per cent to 12 per cent? That's double? If we're having a visible link and an effect there, how come the per capita cost rate of increase doubles in the same period of time? That doesn't make any sense.

Hon. Mr. Timbrell: It reflects the fee schedule; it reflects the—when did we expand the drug benefits?

Mr. Sweeney: The same period of time.

Hon. Mr. Timbrell: No, the rate of increase of participants is the same between the two, 1.2 per cent and 1.2 per cent; so it's not a differential in the increase in participants. It's a straight per capita cost increase and it's double at the same time that you increase premiums.

Hon. Mr. Timbrell: That's right.

Mr. Sweeney: It makes no sense. It destroys your argument.

Hon. Mr. Timbrell: No, if you go back and read it in Hansard, I think you just made a good point; it supports our argument.

Mr. Sweeney: It isn't supporting your argument.

Mr. Chairman: It's after 4 o'clock and I suggest the committee adjourn. Before we do, there is the matter that Mr. Breaugh mentioned with respect to witnesses for Monday and Tuesday of next week. What does the committee wish in that respect?

Mr. Conway: I think we'll probably have the Minister of Health for all or most of that time. That would be my determination.

Mr. S. Smith: We're just going to start to get his information on Monday.

Mr. Chairman: All right. That's fair enough.

The committee adjourned at 4:07 p.m.

SPEAKERS IN THIS ISSUE

Breaugh, M. (Oshawa NDP)
Campbell, M. (St. George L)
Conway, S. (Renfrew North L)
Dukszta, J. (Parkdale NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Gigantes, E. (Carleton East NDP)
McClellan, R. (Bellwoods NDP)
Ruston, R. F. (Essex North L)
Smith, S.; Leader of the Opposition (Hamilton West L)
Sweeney, J. (Kitchener-Wilmot L)
Timbrell, Hon. D. R.; Minister of Health (Don Mills PC)
Van Horne, R. (London North L)
Villeneuve, O. F. (Stormont-Dundas-Glengarry PC)

From the Ministry of Health:

Backley, W. A., Deputy Minister
Fetherston, G. E., General Manager, Health Insurance Division





77-10-10-10
Education

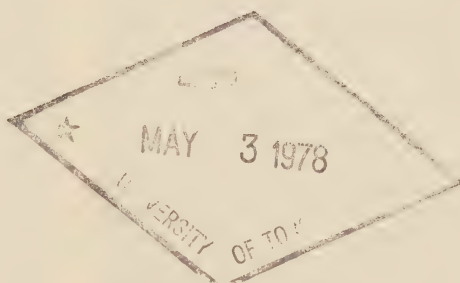
No. S-7

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Ministry of Health Annual Report, 1976-77



Second Session, 31st Parliament

Monday, April 10, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

MONDAY, APRIL 10, 1978

The committee met at 3:35 p.m.

MINISTRY OF HEALTH ANNUAL REPORT, 1976-77 (continued)

Mr. Chairman: I see a quorum. The minister has some answers to questions asked at a previous hearing so perhaps he would like to start off.

Hon. Mr. Timbrell: Thank you, Mr. Chairman. I believe on Friday afternoon three full sets of the list of documents noted in the appendices to the letter I sent you on March 31 were delivered to the clerk's office. I understand the sets have been distributed to the NDP and Liberal caucuses and that material will be recovered to distribute to the Conservative members as well. We also, I believe, sent you all additional copies that we had of everything else that was on that list.

I just want to read into the record—and it won't take more than a couple of minutes—that list of documents which we have already tabled so that when we table additional documents today the full set will be apparent.

The first list had to do with documents dealing primarily with costs and containment. The first document was the Report of the Joint Advisory Committee of the Government of Ontario and the Ontario Medical Association on Methods to Control Health Care Costs, otherwise known as the Taylor committee report. The second came from National Health and Welfare: Task Force Reports on the Costs of Health Services in Canada, three volumes, dated 1969. The third was the Report of the Special Program Review, November 1975, otherwise known as the Henderson report. Fourth was the Ontario Economic Council report, Issues and Alternatives 1976, on health. The fifth was from the Ministry of Health; it's the report of the Minister of Health's committee to examine The Effect of Fiscal Constraints on Hospital Employees dated August 1974, otherwise known as the Deutsch report. The sixth, again, was from the Ontario Department of Health: Report of the Committee on Health Care Costs, 1971. The seventh document was a series of articles in the Financial Post in 1977, the Health Care

in Canada Series, written by Messrs. Bennett and Krasny.

The second list was of documents dealing with resources (financial, facilities, manpower) and provision of services. The first document was from the Ontario Council of Health; A Review of the Ontario Health Insurance Plan, dated 1973. Second was an Ontario Council of Health report entitled Review of the Ontario Parcost Program, 1973. The third was a research study authored by Messrs. Evans and Williamson entitled Extending Canadian Health Insurance: Options for Pharmacare and Denticare, Ontario Economic Council, Research Studies, 1978. Fourth was a document which most members had seen about a year ago from the Ontario Nurses' Association entitled Let us Take Care—A Report to the People of Ontario. As I say, that was dated 1977.

The fifth document was tabled about six months ago, from the Ministry of Health, entitled Public Health, 1977—Some Current Issues. The sixth was from the Ontario Medical Association, which was a Report of the Special Study Regarding the Medical Profession in Ontario, otherwise known as the Pickering report, 1973. The seventh was a report known as the Boone report—that's right; Boone, as in Daniel, but not the same one—from the Ontario Ministry of Health. Council of Ontario Faculties on Medicine; Post-graduate Manpower Committee Report. That was in 1975. And eighth was from the Ontario Council of Health, Mental Health Services Personnel, 1973. And finally, nine, the Report of the Provincial-Municipal Grants Reform Committee, Ontario, 1977.

The third list dealt with the documents dealing with organization and planning for health care delivery. The first document was the Report of the Health Planning Task Force, otherwise known as the Mustard report, of 1974. Second, from the Ministry of Health, Report, Reaction, Response—The Health Care System in Ontario, 1975. Third, Ontario Council of Health, Report of the Task Force on District Health Councils, 1975. Fourth, Ontario Council of Health, Regional Organization of Health Services, Supplement No. 1, 1970. Fifth, Ontario Council of Health, Task Force Report on the Evaluation of

Primary Health Care, 1975, otherwise known as the Spitzer report. Sixth, from TEIGA, Report of the Royal Commission on Metropolitan Toronto, the Robarts report, volumes one and two, 1977. And seven and eight were combined from the Council of Health, The Planning Function of District Health Councils, 1977, and, A Framework for the Development of a Data Base for District Health Councils, November 1976. And finally, nine, from National Health and Welfare, A New Perspective on the Health of Canadians, sometimes referred to as the Lalonde report, 1974.

Finally, the fourth list dealt with documents dealing with research in health care delivery: funding policies and priorities. The first came from our Ontario Council of Health which was a Report of the Committee on Health Research, Health Services Research, 1973. Second, Ontario Council of Health, The Economics of Health Research, 1973, by Mr. Fraser. The third, again from the Council of Health, An Estimate of the Economic Burden of Ill-Health; Toward the Establishment of Health Research Priorities, 1976, again by Mr. Rod Fraser, and sometimes referred to as the Fraser Report on the Burden of Ill-Health. Fourth, from the Ontario Council of Health's committee on health research and development: Health Research Priorities for Ontario, 1977. Fifth, from the Ministry of Health: Task Force on Health Research Requirement, 1976—the Petch task force report, is its usual name. Sixth, from the Science Council of Canada, entitled Health Care in Canada, 1973, referred to as the Rocke Robertson report. Finally, the Science Council of Canada report No. 22, Science for Health Services, October 1974.

[3:45]

Before we get into our discussions for today I would like to respond to questions which were raised last week by Dr. Smith during the opening session of the committee and following which he was good enough to have someone forward to my deputy's office all of these questions. I wonder, do we have enough copies of these to pass around? I presume the Liberal members present have seen them, but the others may not.

The first question had to do with the amounts spent for insured services from 1972-73 up to the present; and including the estimates for 1978-79. A schedule outlining these expenditures has been prepared and this is the first thing I want to table today. I would just note that the base year on this schedule is 1973-74 rather than 1972-73, simply because this is the format our most readily available data was in.

Regarding this schedule, I would draw the members' attention to two figures which have been updated since last Wednesday in light of interim actual figures which are now being finalized for the fiscal year 1977-78. I refer to the OHIP payment of \$898.5 million which was \$914.5 million and the OHIP revenue of \$815 million which was \$820 million in the schedule which you received last week. I believe the first of these changes is noted on the new schedule.

Again, I am sure we have given the clerk of the committee sufficient copies, Mr. Chairman, so that since there are some members absent today, you should have sufficient to distribute to them.

The second part of question one had to do with the government administration costs for those items requested in part one of the question, specifically OHIP, hospital care, ambulance services, extended care and home care. A schedule detailing these costs has been prepared, and attached to this schedule are explanatory notes which should assist the members in determining how this data was derived. Again, it covers the period of 1973-74 up to and including the current fiscal year, with the estimates which were just recently tabled.

With reference to the administrative costs of OHIP, a very detailed cost analysis was available for the years 1973-74 to 1975-76 and this too has been attached to this administration costs schedule. As I am sure the members can appreciate, such detailed costing is time consuming and, therefore, expensive to conduct. Details similar to that included for OHIP are simply not available for the other items on the schedule. The amounts shown, however, do represent an accurate picture of our administrative costs and we have attempted to include all significant contributing factors.

Question two requested the latest per capita costs of OHIP services. As I have just indicated, the OHIP payments for 1977-78 have been revised downwards from \$914.5 million to \$898.5 million, with the number of participants at approximately 8.4 million the per capita cost becomes \$106.38. This is not, of course, to be confused with the higher per capita cost when you add to OHIP expenditures which are basically for physicians and other practitioners, the cost of hospital and ambulance service, extended care and so forth; then, of course, you start to see that per capita costs escalate significantly, until we get in excess of \$450 or \$460 as the overall cost of health care.

Questions three and four related to the impact of the OHIP premium increase by

categories of taxable income and also two studies of the impact on the current and proposed premiums on those 65 and over. These were also requested. I would respectfully suggest that these are questions which might best be answered by my colleague the Treasurer (Mr. McKeough) when he appears before the committee on whatever date you have arranged for that.

Question five, which was actually several questions on the subject of out-of-province payments by OHIP: My staff have prepared a schedule of statistics which is included among this material to be distributed today. As you will see the data is somewhat sparse. Again this is a result of not having a what is known as a "unique personal identifier." That is a function of the system we have.

In that regard I also want to table with you today two reports prepared for the government. The first is entitled A Study of the Implications of Using a Personal Identifier in the Ministry of Health. It was prepared by the management consulting services division of the Ministry of Government Services, dated January 22, 1974. The second is entitled A Study of the Implications of Using a Plastic Identity Card for the Health Insurance Plan, again prepared by the management consulting services and dated January 24, 1974.

I'll quickly go through the questions on the subject for the fiscal years 1972-73 to 1977-78: "What payments were made for OHIP services rendered to insured persons outside Ontario? How many claims and how many patients were involved? What is the estimate in this regard for fiscal 1978-79? For the services referred to above, what is the breakout for practitioners' services, ambulance services, hospital care, extended care. For practitioners' services, what is the breakout for medical services?"

The available data is on the schedule. It may be possible to fill some of the blanks but this would require the retrieval of records from dead storage and a manual review and counting. This process would require five to 10 man-days and I am really not sure it would add very much to the rather sketchy picture we have there.

The next question was, "For the services referred to above, what amounts were billed directly by doctors and what amounts by subscribers? How many physicians billed OHIP directly? In general, what areas outside Ontario were involved?" Of the amounts specified on the schedule, \$477,483 was billed directly by 539 opted-in physicians and practitioners who are registered with the plan, and \$3,663,592.00 was billed by subscribers. In general, areas outside Ontario include border

cities, New York City, Massachusetts, Florida and the state of California.

The next question was, "For the services referred to above, what is the breakout by subscriber category—single, family, group, pay-direct, fully assisted, welfare, 65 and over, et cetera?" The data is simply not available on a basis which would permit an answer to those questions.

Mr. Conway: On a point of order, Mr. Chairman. Is the statement from which the minister is reading available?

Hon. Mr. Timbrell: No, these are rough notes. It will be in Hansard, of course. We've got Hansard covering it.

Mr. Conway: Yes, and on that point, when will the Hansard be available?

Mr. Chairman: Well, Instant Hansard will be available tomorrow but in printed form it perhaps will be about a week.

Hon. Mr. Timbrell: But the Instant Hansard, which we all use—

Mr. Chairman: Yes, the information which you would want to review I'm sure would be contained in the Instant Hansard.

Mr. Conway: You can give us assurance, though, that the Instant Hansard will be no more than 24 hours in preparation?

Mr. Chairman: I can't give you an iron-clad assurance, Mr. Conway. I can tell you, based on Hansard's record to date during this session, that's the day it's been running. I'm sure there's no reason, failing a total breakdown upstairs, that it would be any different today.

Mr. Conway: I was just wanting to make sure, Mr. Chairman.

Hon. Mr. Timbrell: Mr. Chairman, question six was as follows: "What is the ministry's explanation for an administration expense of some \$12.5 million in respect of payments for ambulance services of some \$39 million?"

This question refers to the figures contained in the 1978-79 estimates recently tabled in the Legislature. The \$12.5 million so-called administration expense is the total of all direct operating expenses in the ambulance services item. As indicated on the administration cost schedule, which I mentioned earlier, you will find \$1.6 million designated as administration costs. Subtracting this from the \$12.5 million leaves \$10.9 million which represents the direct operating expenses through the ministry of the 10 provincially-run ambulance services.

The helicopter ambulance pilot project is some \$4.5 million worth of capital acquis-

itions; for instance, in this case, for all ambulance services in the province; \$1 million in the services category et cetera.

Question seven, quoting again: "Can the ministry provide us with internal reports which (a) discuss the issue of unnecessary medical procedures, especially unnecessary surgery? (b) compare Ontario surgery rate with that of other jurisdictions? (c) discuss possible cost savings which could result from better control of unnecessary procedures?"

There is no doubt that significant differences do exist across the province in the rates per capita of various surgical procedures. The suspicion had been raised in some quarters that there may be areas in which surgical procedures are performed in excess of that which is medically necessary. At present, there is no hard Ontario data to support or reject this claim. Indeed, perhaps, some of the differences in rates are due to insufficient surgery or differing population needs. The reasons for the rate variations are unknown and may be very complex.

In addressing the question of incidences of surgical procedures in Ontario, a joint task force has been established. It is represented by three members from the ministry, three from the Ontario Medical Association and one from the Ontario Hospital Association, and is chaired by an independent individual. Its frame of reference is to examine the rates of various surgical procedures and, where necessary, identify causes attributing to the differences in rates. Also, if the extent of surgery judged unnecessary is deemed to be significant, then it is to suggest education and other measures to effect a solution. Our data development and evaluation branch is providing the necessary support to this joint task force.

We intend to begin by providing data on the three factors to be used for the selection of suitable areas in which meaningful comparisons of the nine surgical procedures selected by the Ontario Medical Association can be made. From the measure of population, the referral population by hospital centre has been selected rather than the population by county, since it provides a better indication of the potential use of the individual hospital.

Second, the physician-mix by hospital centre will be obtained by using hospital appointment lists. Only the following specialties will be considered since not all physicians are involved in providing these selective surgical procedures. General practice, general surgery, thoracic surgery, internal medicine, obstetrics and gynecology, otolaryngology, pediatrics, urology, gastroenterology, respiratory disease and rheumatology.

The third factor—surgical bed distribution—is not readily available since hospitals are not required to report the number of surgical beds and, therefore, the total of medical, surgical and pediatric beds has been selected as a surrogate measure.

The next step will involve obtaining the volume of the selected surgical procedures by special need for each of the hospital centres. In order to compare the various centres, the procedures per position and the procedures per thousand referral population will be determined.

To date, we have supplied the task force with the raw data necessary for its deliberations. It represents close to 100 pages of computer printout but if the committee does so desire, I shall provide it with those 100 pages of computer printout. Again, unless you're desirous of it, it would be time-consuming and expensive.

Mr. Conway: I guess we'll have to read Hansard.

Hon. Mr. Timbrell: I'm not going to read 100 pages of surgical data into Hansard.

[4:00]

Mr. Conway: Oh, I don't expect you to.

Hon. Mr. Timbrell: But it's a good idea, come to think of it. Regardless, I shall be announcing the final results of the task force as soon as it is available, hopefully within the next few months.

With respect to question eight, and to quote from it: "Since 1976 when the austerity program was introduced, can the ministry provide us with a study to show what kinds of cuts in hospital administration costs or other operating costs have been achieved?" There has not been a study conducted which specifically attempts to pull together all the effects of the administrative improvements we have made since 1976.

I would refer the committee to the schedule entitled "Administrative Costs" which was tabled earlier as a response to question number one. You can see from that that the administrative costs for hospital care are expressed as a percentage of gross operating costs decreased from 7.12 per cent to 6.7 per cent between 1973-74 and 1976-77. The major portion of this decrease took place in 1976 as a result of applying constraints. We expect to be able to hold to this ratio and perhaps decrease it through further savings.

The administrative savings have been achieved by more emphasis on ambulatory and community-based health care, which is part of our overall process and emphasis on deinstitutionalization, closing excess hospital beds, amalgamating services, changing staffing

patterns, emphasizing day surgery, reducing the average length of stay.

Question nine reads as follows: "Has the government done an internal analysis of: 1. the Ontario Council of Health report of 1973; 2. the Ontario Economic Council report Issues and Alternatives, Health, 1976; and 3. the joint advisory committee on health care costs, 1977, the Taylor committee; and will the ministry provide us with a progress report on the implementation of the recommendations of these reports?" Mr. Chairman, the ministry did conduct an analysis of the 1973 Ontario Council of Health report entitled A Review of the Ontario Health Insurance Plan. I have included a copy of this analysis in the documents to be distributed today and this analysis is an updated version which was prepared on March 11, 1975.

Mr. Conway: I don't think we have it.

Hon. Mr. Timbrell: You should have three plus the two reports from MGS on the UPI. Okay, we will try and straighten that out.

I had also provided an analysis of the report of the committee on health care costs, 1977, known as the Taylor report, which was recently prepared by my staff, and that's T-5.

Mr. McClellan: May I ask, Mr. Minister, with respect to that document, was that prepared on the date shown here, March 31?

Hon. Mr. Timbrell: It hasn't even been to management committee of the ministry yet. In other words, it's the latest staff document.

Mr. Lewis: This is the one that's prepared by the strategic planning and research branch.

Hon. Mr. Timbrell: That's right.

Mr. McClellan: In other words it was prepared after the decision to raise OHIP rates?

Hon. Mr. Timbrell: This is the most recent version or the staff version which is yet to be approved.

Mr. McClellan: By whom?

Hon. Mr. Timbrell: By the management committee of the ministry and then myself.

Mr. McClellan: So you have just received this from the strategic planning and research branch and it has yet to be approved at other levels below you.

Hon. Mr. Timbrell: When we got the Taylor committee report, it was put over to the strategic planning and research branch to take into account several things; first of all, the reactions to the report—and, if I remember correctly, there have been in excess of 300 letters; perhaps more than that—but also to review all the material which was submitted to the Taylor committee itself since, of course, in arriving at the 20 recommenda-

tions there were many things with which they disagreed or for whatever reason didn't include in their report. So it was to review all that as part of developing the ministry response.

The one recommendation, of course, has already been acted on by my colleague, the Treasurer.

Mr. McClellan: Before you even had a chance to review it, I gather.

Hon. Mr. Timbrell: That recommendation relates to the Treasury. The other 19 are on health costs.

Mr. McClellan: The OHIP relates to the Treasury, you say, and not to Health. Just so we are absolutely clear—

Hon. Mr. Timbrell: On the premium revenue.

Mr. Lewis: This strategic planning and research branch report never dealt with OHIP premiums at all.

Hon. Mr. Timbrell: It just takes note of what has been done in the most recent budget.

Mr. Conway: Is that the review of and response to the Taylor report you are looking at?

Mr. S. Smith: Yes. It is the fourth page in where they talk about Mr. McKeough's letter.

Mr. Lewis: Oh, yes.

Mr. McClellan: It's useful to establish the sequence. When was this issue referred to the strategic planning and research branch for their report?

Hon. Mr. Timbrell: On receipt of the Taylor committee report.

Mr. S. Smith: Is there any chance that the minister would be willing to give us the same material but as it was when it was coming from the same typewriter as the rest of the items?

Mr. Lewis: That's the point I was trying to make to you.

Mr. S. Smith: And not the one as doctored after Mr. McKeough wrote this letter. I would be interested to see what the people in your ministry might have thought when the type from the typewriter was the same as what they thought about the other 20-odd items.

Hon. Mr. Timbrell: You may find various typewriters through it inasmuch as they are typed by different secretaries.

Mr. S. Smith: As it happens, there is only one typewriter and it goes through all the 20 items except number one, which has obviously been substituted for.

Mr. Lewis: Look at what you have done. You have a report which addressed itself to the Taylor recommendations, and then you have given to this committee a report which includes an additional committee recommendation which clearly emerged after the surprise to the ministry of the increase in OHIP premiums was learned, when the Treasurer announced the increase in the House.

As a matter of fact, the word "doctored," as Mr. S. Smith uses it—unintentionally, I am sure—is a rather good word, because there doesn't seem to be recommendation number one, which presumably was part of the committee's recommendation dealing directly with OHIP premiums. What you've got here is a committee recommendation number one that is clearly inserted in order to contrive a response. That really raises a fascinating question in the minds of the members of the Legislature. Where is the original committee recommendation number one? Could it be that the committee recommended against an OHIP premium increase?

Hon. Mr. Timbrell: This is the most recent version—

Mr. Lewis: Where is the real version?

Hon. Mr. Timbrell: —updated.

Mr. Lewis: Mr. Chairman, this is not a light matter. What appears to be on the face here is a substituted response to recommendation number one, rationalizing the increase in OHIP premiums and, therefore, what we as a committee have a right to ask is, did you have an original recommendation number one? If so, why isn't it here with all the other recommendations? Could it be that this actual strategic planning and research branch recommended against an increase in OHIP premiums as they recommended for and against various matters which flowed from the Taylor report? How come we are getting a document that's doctored?

Hon. Mr. Timbrell: Mr. Chairman, first of all, if we were trying to doctor anything we wouldn't have used a different typewriter.

Mr. Lewis: I don't know, you are a very inept group and it's possible that you would.

Hon. Mr. Timbrell: Let me take that under advisement and see where the earlier one stands. I will report back to the committee tomorrow. I don't have the earlier version with me.

Mr. Breaugh: On a point of order, Mr. Chairman. I appreciate the difficulty that is pointed out by the size of the documents and this seemingly small, insignificant difference that has been found in one docu-

ment. I am wondering, should this committee in fact be subpoenaing documents as opposed to asking the minister to table certain things, which he is apparently doing. That, of course, allows the minister to table what he chooses. On the other hand, should the committee decide to subpoena certain documents that option supposedly is not open for him to exercise.

Mr. Conway: Speaking to that point, Mr. Chairman, and to the previous point, I simply want to say that the recommendation that the member for Scarborough West makes reference to on page three is one which clearly follows upon the budget, since by the entire rationale it is quoted as being the Treasurer's letter. Surely that wasn't written prior to its appearance on March 16 and presumably the report prior to the budget had something more to say than citing a not yet written letter by the Treasurer in defence of a recommendation.

I just draw to your attention, Mr. Chairman, the fact that the support within that recommendation is entirely that of the Treasurer's letter to the Globe and Mail published on March 16, which surely could not have been in this report before the Treasurer wrote that letter.

Mr. Lewis: It's even more comical than that because under the anticipated acceptability it says negative "as evidenced in editorials and letters to the editor." In other words, they have already read the negative response and include it as a rationale. So how about giving us the straight goods?

Mr. Chairman: With respect to Mr. Breaugh's point of order, I should point out to the committee that there was some misunderstanding with respect to the production of documents, but the minister agreed last week that he would table all of the information which the committee sought today. Now, if you are saying, Mr. Breaugh, that in your view there is something additional over and above what has been produced so far, then I would presume that on request the minister would supply it.

Mr. Breaugh: That's not the point. The point I'm making, Mr. Chairman, if I could put it as succinctly as I can, is that I now have some doubts about the validity of the document itself, in which instance I don't think I care to leave it to the minister's discretion hereafter to provide us with information in this way.

Mr. Conway: Further to that, Mr. Chairman, I think it's additionally important to understand that this particular report, which is about as crucial a matter as we will deal

with in this committee, represents the document, the Taylor report, upon which the Treasurer based his increase. What we are asking for—what I am asking for and I'm quite prepared to join with the member for Oshawa—is a more formal request for the information via a subpoena, because surely the document prior to the budget must have contained a recommendation unlike the one presented to us here today which is purely based on the Treasurer's response to the Globe and Mail on March 16 after—well after, I presume—this document was penned in the first instance.

So I just want to say, Mr. Chairman, that this is an extremely serious and grave matter; it is to the very heart of this inquiry; it represents the study upon which the Treasurer himself said he was basing the increase and we have every reason to believe, as my leader has said, that the report which has been tabled here this afternoon represents something of a doctored report, because whether or not the Minister of Health wants to admit it, it's clear to anyone who peruses the report there are only two type scripts shown—

Mr. Lewis: Well, even the type face was different.

Mr. Conway: Granted. I just want to point out that this is an extremely central and very sensitive matter and I think we should have the report as it was available prior to the budget of March 7, when presumably that recommendation was different from what appears in this document this afternoon.

Hon. Mr. Timbrell: Mr. Chairman, if I may respond. First of all, I take some exception to the suggestion that we are trying to doctor anything. If anything we are trying to be extremely co-operative. I have already tabled with you some documents that have never before been public documents and I have others to come to answer the questions raised by the Leader of the Opposition in his opening remarks last week and as conveyed to my deputy minister on, whenever it was, Thursday or Friday of last week.

[4:15]

I am not sure what was in the earlier versions, on No. 1. I would think the one thing that was there was to point out the question of whether the premium should be increased or not is a matter for the Treasurer, as we discussed last week—that the question of how the funds are raised and where and what amount is a matter for the Treasury, just as this evening Mr. Chretien will make some decisions which will affect other ministries, carrying out his responsibilities as the Minister of Finance.

Mr. Conway: On a point of order, I am asking the minister to table with this committee that report, that specific recommendation, that must surely have appeared within this report prior to the budget. That's not something over which the Treasurer has any control.

Mr. Lewis: On the point of order, can we even cut through that, Sean? I suspect you will agree, Mr. Chairman. Do you have anybody here from your strategic planning and research branch?

Hon. Mr. Timbrell: Yes.

Mr. Lewis: Well, can we not simply put a very simple question from the committee?

Hon. Mr. Timbrell: Well—

Interjection.

Mr. Lewis: No, no, no. Let me ask, Mr. Chairman, and this is important, was there a previous recommendation and if so, what did it say? What's the problem? What is the mystery?

Hon. Mr. Timbrell: Well, I wonder if I may complete—there may be other points you want to raise and my staff aren't going to go away.

Mr. Lewis: But I am, and I am anxious to hear the answer. Really, Mr. Chairman, could we not clear up this matter while it has been raised? Is there someone here from the strategic planning and research branch and can he or she indicate to us was there a previous response to that important question of OHIP fee increase from the Taylor committee and if so, what was it?

That's all. There is no more than that. It's so simple. You don't have to subpoena anything. You don't have to make a massive inquiry. Just tell us.

Hon. Mr. Timbrell: Mr. Chairman, I would like the chance to review what was in the earlier one myself.

Mr. Lewis: Uh huh.

Hon. Mr. Timbrell: I acknowledge and I have always acknowledged that if for any reason—and I can't imagine one right now—I would want to say no, then you can certainly subpoena it, but I would like the chance—

Mr. Lewis: Why would you force us to that? Why cannot the committee simply tell us what they recommended?

Hon. Mr. Timbrell: I think I have a responsibility to take a look at it and see if there anything in there at all that I would want to—

Mr. S. Smith: Censor?

Hon. Mr. Timbrell: No, comment on.

Mr. Breagh: Of course, it is the only possible interpretation.

Mr. Chairman: One at a time. The minister was reviewing his document with respect to the questions which were posed. Now we have come on to this one document and there seems to be a problem.

Mr. Breagh has raised a point of order and a number of members have spoken to that point of order. If the matter can be resolved here and now, I would prefer to do that rather than go through the process of the subpoena. However, if the committee wishes to take that route, I am certainly in the hands of the committee.

Mr. Breagh: To the point of order, Mr. Chairman, this is the heart of the question. I am not prepared, as a member of this committee, to give the minister the prerogative of reviewing what he will and won't submit to the committee.

Mr. Conway: Speaking to that point of order, Mr. Chairman, and following upon what the member for Scarborough West has said, I move that we have a person from the—

Hon. Mr. Timbrell: Mr. Chairman, my deputy has a copy here. I didn't realize we had a copy with us. I thought we just had the latest—

Mr. Breagh: Works a little faster than we thought.

An hon. member: The cavalry came over the hill.

Mr. Lewis: Presumably it's sufficiently quiescent to be read.

Mr. McClellan: It's a miracle you're among us.

Mr. Conway: Because failing that, I think we should simply have a motion—

An hon. member: Hold your motion.

Hon. Mr. Timbrell: Do you want to send out for a copy or do you want me to read it?

Mr. Lewis: Oh, read it.

Mr. Chairman: Perhaps we could put it into the record, Mr. Minister, it's not too lengthy.

Mr. Conway: What is the date on it?

Mr. S. Smith: I would like a copy.

Mr. Breagh: I would like to see it.

Hon. Mr. Timbrell: Well, do you want a copy?

Mr. Lewis: Oh no, read it first.

Hon. Mr. Timbrell: It will take five minutes.

Mr. Lewis: Read it right away and then copy it. I am an instant gratification person, I always have been.

Hon. Mr. Timbrell: Well, let's get copies made and I will read it after.

Interjections.

Mr. Lewis: I can't believe it.

Mr. S. Smith: Now, Mr. Chairman, further to the problem of deciding how to copy this—further to the point of order—I take it then that it is accepted that the document itself was in fact not given to us all prepared on March 31, 1978, as suggested on the front sheet. It does raise the question as to whether we have been given what amounts to, if we should escalate this matter, a false document. The statement on the front sheet saying "Prepared by this branch, March 31, 1978," does give the distinct impression that the whole report was written then, whereas quite plainly that was not the case. I would ask you to give some consideration, Mr. Chairman, as to whether or not we are being given documents which are as they purport to be.

Mr. Lewis: On a point of order, Mr. Chairman. I am watching the Minister of Health and he is visibly discomfited. What that says to me is that whatever that document contains, which should have been given to the committee, is not entirely to his liking. In fact, you are almost white. I am getting concerned about you. I am glad Dr. Smith is here.

Hon. Mr. Timbrell: It wouldn't do any good.

Mr. Lewis: Therefore, I am trying to lighten the discussion just a little, but I do want to reinforce what the member for Oshawa and the leader of the Liberal Party have said. This is serious matter. It is entirely possible that in that recommendation there was a suggestion that OHIP premiums not be increased. We walked in here this afternoon and we were given by the Ministry of Health a document which indicates that the ministry approves the recommendation of the Treasurer. You just can't have it both ways. That's not playing fair and square with the committee. I would really like to have read into the record now every aspect of that document. Let's get it on the table.

Hon. Mr. Timbrell: I want to point out what this document is, because it has not been to management committee of the ministry—

Mr. Lewis: I understand.

Hon. Mr. Timbrell: —and it hasn't been to me.

Mr. Lewis: But it was good enough to distribute without that, wasn't it?

Hon. Mr. Timbrell: Just a minute, you asked for—

Mr. Lewis: We asked for a real document.

Hon. Mr. Timbrell: You asked for the analysis. I could have said, "Well, it hasn't been to management committee, it hasn't been to me, it hasn't been to cabinet; therefore, I will not table such an analysis." All right?

Mr. Conway: On a point of order, just so that we all understand what was asked for, and I think, speaking to the point made by the member for Scarborough West, I would like to read into the record again that the question that was asked was, "Has the government done an internal analysis of the Ontario Council of Health report, 1973, the Ontario Economic Council report, Issues and Alternatives, Health, 1976, and the joint advisory committee on health care costs, 1977, the Taylor committee; and will the ministry provide us with a progress report on the implementation of the recommendation of these three reports?" I think that was what was asked for, and I think it should be understood that we did not expect—just a partial response.

Hon. Mr. Timbrell: With respect, this is the progress report. It is the latest updating based on, first of all, the input of the letters from people all over the province, the review of all the material considered by the Taylor committee and, in the case of number one, the latest indication of government policy, namely the increase in OHIP premiums.

Let me go further to point out that these are the recommendations of staff, just as with all of the material before you, as with others which will be tabled, you are looking at various staff recommendations, some of which have been implemented over the years. But in this case none of these staff comments at any point have had the final stamp of approval of the Minister of Health, let alone the provincial cabinet.

Mr. Conway: That's understood.

Hon. Mr. Timbrell: I am not trying to doctor anything, but I would like the opportunity—

Mr. Lewis: The doctoring is done. You are taking the clamp out of the abdomen now, that is what you are doing, after you have sewn up the patient.

Hon. Mr. Timbrell: With respect, I don't think you mean that in a malicious way, but I take it that way.

Mr. Lewis: No, no, no.

Hon. Mr. Timbrell: I have never tried to mislead—

Mr. Lewis: Just a second, Mr. Chairman, I want to correct that. I don't think you have attempted at all, I think you are as surprised as we are about what has happened here this afternoon. I don't pretend otherwise. I do say, Mr. Minister, that you tabled a document with us, 19 of the 20 recommendations of which you were willing to enlist as a subject for discussion seriously by the committee without all of the qualifications you have now indicated. But the twentieth and most important recommendation—that is, the first—was omitted from the document and then replaced by something else after the event.

Interjection.

Mr. Lewis: That's just utterly unacceptable to the committee. It is an indefensible procedure on the part of your staff. I don't think they should ever have tried that with this committee. Someone with a discerning, perceptive eye riveting to type face, as only the Leader of the Opposition could do, was obviously going to come across it. You verge in this blessed Legislature between farce and crisis, but I'm telling you, this is wrong. The members of the Legislature have been toyed with, material has been tampered with—there is no other way of dealing with it—and we're not being told the truth and you are not being told the truth; you, the minister.

Mr. Van Horne: Further to that, if I may, Mr. Chairman, in withholding from us I am suggesting that the minister feels we haven't the competence to read this objectively.

Hon. Mr. Timbrell: No, Mr. Chairman. May I respond? With respect—

Mr. Lewis: Give us the document.

Mr. Van Horne: Let us have it. Everyone in the room is asking for it.

Hon. Mr. Timbrell: I would like a chance to review that staff comment on the earlier version—

Mr. Van Horne: Have we any guarantee when we do get it that it won't be further doctored?

Mr. Chairman: Order. Please let the minister finish.

Mr. Lewis: On a point of order, Mr. Chairman, you have the deputy give the minister the document. The minister glanced at the first page and thought to himself, "That will wash. I'll send it out for photocopies." Then

he turned to the second page and thought to himself, "Oh, my God. Oh, my God, look what it says. Maybe I'd better not give it to the committee before it's vetted." This is really ludicrous. Mr. Chairman, I think we have a right to subpoena the document and right away.

Mr. S. Smith: I agree.

Mr. Van Horne: I agree.

Mr. Lewis: This is absurd.

Mr. Conway: Mr. Chairman, I move that that document be—

Hon. Mr. Timbrell: Mr. Chairman, I will send it out for photocopying so that there are sufficient copies, with the overriding caveat that these are comments of some of the staff, none of which has been given the stamp of approval of the management committee of the ministry, the minister, the Social Development Policy committee or cabinet.

Mr. Lewis: The OHIP fee was opposed by your ministry, and without discussion the Treasurer brought it in. Talk about arrogant behaviour from the Treasurer.

Mr. Chairman: I think the committee understands that.

Mr. Van Horne: On a point of order, an important point of order.

Mr. Chairman: Your point of order, Mr. Van Horne.

Mr. Van Horne: The clerk is now leaving with two pieces of paper which were removed from other pieces of paper that we clipped together. Are we going through some further doctoring? Are we getting the whole package here?

Hon. Mr. Timbrell: Mr. Chairman, I resent the use of the term doctoring?

Mr. Van Horne: Well, altering. Whatever term you would like to use, I'd be glad to use it.

Hon. Mr. Timbrell: With respect, Mr. Chairman, there are so many reports at various levels of the ministry that go through so many various stages before they ever get to management committee or get to me, and we don't always see every draft. That's impossible. They go through various changes. I must register in the strongest possible terms a personal resentment of the notion that I or my staff are trying to mislead the committee.

Mr. Van Horne: I'm simply asking, Mr. Chairman, if that is all, because those pages were removed from other pages.

Mr. Chairman: That is all, Mr. Van Horne. Mr. Richardson is photocopying what is in dispute. That is the sum and substance of it.

Hon. Mr. Timbrell: I wonder if I could carry on, Mr. Chairman, and perhaps revert or—

Mr. Lewis: Just rest your case?

Hon. Mr. Timbrell: I have other questions to answer.

Mr. Lewis: I would stop now and review your material.

Mr. Breaugh: Consider your career.

Mr. Lewis: Perhaps I would look at the reports.

Mr. Chairman: Perhaps we can go on, Mr. Minister, and come back to this report when Mr. Richardson has completed his work.

Hon. Mr. Timbrell: Mr. Chairman, the next part begins with the Ontario Economic Council report 1976, Issues and Alternatives. An analysis of that is not available. I would, however, be glad to respond to the recommendations contained therein should the committee wish me to do so.

I can go through the Economic Council report under the major recommendations. The first issue had to do with medical care organization: "Group practice should be encouraged and supported since it provides a more appropriate forum for reform such as alternate payment mechanisms for physicians, medical manpower substitution and hence better use of personnel, improved geographical distribution, increased accessibility to a greater range of health care services, resulting in improved continuity of care."

We've been considering on an ongoing basis alternative health care delivery mechanisms. A primary example, of course, is the health service organizations. The essential value of an HSO is that a more comprehensive, better planned and executed health care program can be carried out with a designated population for whom the care is being provided. We initiated plans for the development of HSOs in 1973.

All must have the goal of providing care with some or all of the following characteristics; continuity of care would be emphasized rather than high volumes of episodic care; care would have a basic health rather than a disease orientation; economy and effectiveness would be achieved by use of the services of other health care professionals such as nurse-practitioners and community workers in place of physicians' services where appropriate; the resources of the pub-

lic health system, already publicly financed, would be utilized, and the resources of the social service system would be utilized by establishing co-operative managements.

[4:30]

There are currently approximately 30 HSOs in the province, with annual operating funds of approximately \$9 million. An HSO is financed by a budget based on salary plus overhead costs. The salary component is based on the approximate salary of a physician coming into practice, plus an experience factor in the case of a new practice. In instances where the HSO is sponsored by a doctor or doctors with an existing practice, they are paid approximately what they had been taking out of the system on a fee-for-service basis. The present financing arrangement is considered to be an interim phase. The operation of HSOs will be funded on a capitation payment method. The capitation system is in the process of development and will be ready for application in 1978.

The average expenditure of OHIP will be applied to the roster of the HSO. This average will be adjusted based on the age, sex, general and specialist practice. The characteristics of the area will also be taken into account. For example, urban, underserved, and suburban. These adjustments applied to the total roster will determine the roster value and subsequent payment to the HSO spread over a 12-month period. Charged against the HSO cash flow are charge-back costs incurred by roster patients receiving equivalent primary care services elsewhere than in the HSO. The HSO will be able to charge OHIP for services rendered to transient patients.

The HSOs have been under almost continuous scrutiny by the ministry and outside agencies. In 1975, the Council of Health was asked to develop a methodology for the evaluation of HSOs through comparison with traditional primary care practices. In 1975, the ministry carried out two studies comparing HSOs to fee-for-service practices, the HSOs being located in Sault Ste. Marie and St. Catharines. These studies concluded: "It was not possible to definitely determine the impact of financing mechanism on the utilization costs and quality of care. At best, we were able to conclude that any particular financing mechanism itself could not be said to be better or worse."

The current difficulty in evaluating the HSOs as against fee-for-service practice is the inability to compare like populations. Fee-for-service practice is based on episodic treatment, while the HSO is based on the respon-

sibility for the overall primary health care of a specific population. We have no evidence at the present time that the HOs will generate significant economies in the health care system. This may only be determined over time.

In our universal coverage system, there are few incentives to attract and maintain patient loyalty. A capitation system requires a viable roster of patients to support the service. We have been able to determine that a roster of 5,000 is a basic minimum. At present, there are only four of the 30 HSOs likely to have rosters in excess of 10,000. Individual circumstances will modify the actual application of these targets or fixed per capita amounts.

The HSOs have been evolving for the past five years and we are presently consolidating information available on them. We are addressing the problems of evaluation, as I mentioned earlier, in order to determine our viability of the concept and to establish our future course of action.

The second issue had to do with alternatives to active treatment hospitals: "Decisions regarding (a) bed closures, (b) mergers of hospitals or hospital units and (c) conversion of active treatment hospitals to other less intensive types of care be made at the ministry or district health council level." I might simply point out here that the district health councils are now actively involved in all such decisions as these. Alternatives to inpatient hospital care, such as convalescent hospitals, nursing homes, home care programs et cetera, are much needed and their development should be encouraged. However, their development and growth must be accompanied by a simultaneous reduction in the resources devoted to the active treatment hospital sector.

One of our major initiatives in this area is the home care program, which has as its goal the lowering of the rate of active and chronic care hospital bed use and thereby moderating the cost of hospital care.

The shorter-term objectives are four in number:

1. To provide a readily accessible, lower-cost alternative mode of care to institutional care for active care patients;
2. To provide, on an expanded basis, home care services for chronic patients;
3. To conduct detailed, ongoing evaluation of chronic home care to determine cost-effectiveness and the feasibility of further expansion; and
4. To provide an effective information system to accurately monitor active home care and to evaluate chronic home care.

At the community level, the home care program provides services to people in their

homes, either in lieu of or following discharge from active treatment hospitals. There are now 38 local programs, of which 30 are operated by local boards of health, four by branches of the Victoria Order of Nurses, three by hospital-based programs, and the Toronto program, which is operated by a specially incorporated board.

Mr. Chairman: Excuse me, Mr. Minister. Could we have the material distribution now?

Hon. Mr. Timbrell: Services for patients include nursing, physiotherapy, occupational therapy, medical social work, drugs, and medical supplies, meals-on-wheels and home-makers. Not all individual programs, however, provide all services.

The number of patients in this program has more than tripled since 1971. In 1976-77 the program provided 1.6 million days of care to about 53,000 patients. The average length of stay in the program was 29.8 days at an average cost of \$11.01 per day. For 1977-78 we expect that some 60,000 patients would receive 1.8 million days of care, with further increases anticipated for 1978-79.

Three pilot programs in long-term chronic home care services are now under way in the Hamilton, Kingston and Thunder Bay areas. As I recently indicated in the House, the initial stage in the evaluation of chronic home care has been completed.

Fluctuating case loads in the pilot projects did not permit us to draw definitive conclusions as to the overall impact of chronic home care on the health system. Evaluation of these three chronic home care projects will therefore continue so that we may proceed with this development in a planned and orderly fashion.

To this end, we have committed an additional \$1.5 million for chronic home care in 1978-79. The continual evaluation will be designed to (a) determine the effectiveness of chronic home care in slowing down, easing or preventing deterioration of a patient's condition, thereby easing the demand on all types of institutional beds while being more cost-efficient; (b) assess the effect of the presence of chronic home care in a community on overall utilization of institutional health care facilities; and (c) identify the type of patient of those admitted to the program who benefits most from chronic home care.

We expect to be in a position to determine the most appropriate method for extending chronic home care once this evaluation has taken place. Approximately 18 months will be required to complete the evaluation.

I might point out that the financial implications of immediate expansion of the chronic

home care program are significant. Even if we conservatively assume the same utilization rate as presently exists in our three pilot projects, namely 0.5125 patient-days per capita, immediate expansion could cost at least an additional \$30 million per year.

We are now shifting the emphasis in psychiatric care away from the institutional setting to the community level. This initiative has resulted over the past 10 years in the reduction of the number of patients in psychiatric hospitals from about 10,000 to 4,300. The primary example of this shift in emphasis is the homes for special care program. The program itself was first introduced in 1964. Its goal was to relieve the overcrowding in Ontario's psychiatric hospitals and in mental retardation facilities by placing these patients as residents in nursing and residential homes when they no longer require active psychiatric treatment and institutional care.

The program utilizes the services of field workers who take on the responsibility of selecting and placing of residents as well as assuring that ongoing care is appropriate for each resident. The 1977-78 maintenance rates for these residents range from \$23 per day in nursing homes to \$9.85 per day in residential homes. This provides substantial savings over care in larger institutions but, perhaps even more important, the program makes possible a more appropriate setting for the resident.

In addition to daily maintenance rates, the ministry also ensures that residents in nursing and residential homes are provided with medical, dental, ophthalmic services and clothing. There are approximately 7,400 residents in the homes for special care program.

The extended care program, which provides long-term nursing and personal care for Ontario residents who require a minimum of one-and-a-half hours per day of such care in licensed nursing homes, has continued to expand but within the ceiling of approved nursing home beds instituted in 1975.

During 1977-78, 766 new beds came into service and utilization was further expanded through transfers of available beds from chronic care hospitals and the homes for special care program. In 1978-79 the ministry plans to license another 153 new beds for a total of 22,448 extended care beds in approximately 360 nursing homes.

To summarize, deinstitutionalization is not a new thrust in the ministry. We closed two psychiatric hospitals in 1976-77 and we amalgamated another with a general hospital as of April 1, 1978. We have moved patients from other psychiatric hospitals into homes for special care and reintegrated others into the community through group homes or have re-

turned them to their families. The remaining patients are now receiving a higher level of care and treatment, which should improve their chances of recovery.

The home care program provides lower-cost services in the home to patients who do not require active treatment in a hospital. This permits shorter hospital stays or avoids admission altogether.

The length of stay in a hospital continues to reduce as lesser cost alternatives make their impact. In 1978-79, the increased cost of extendi-care beds coming into service, together with additional chronic care beds, should contribute to further reduction in the length of stay and the occupancy rate of active treatment hospitals.

The third issue in the report dealt with the distribution of physicians in hospitals.

Mr. Breagh: I wonder if just before you start on that one we mightn't now revert back to that other small matter we had before. I think we now seem to have a document for which some of us have searched for some time. In fact, I seem to recall giving this speech without these notes in the House about a week ago. I think that since it happens to be the purpose of the committee's existence that it is rather relevant, that we should now revert back to that order of business. I would like to entertain some discussion on this matter that is now before us.

Mr. S. Smith: Might I ask as well, since this matter is obviously very different from the pathetic effort that was made to give us a different view by means of the original response, can we now have from the minister the real date of the preparation of this particular document. Also, can the minister or the deputy minister tell us whether there is anything else that has changed between the original document which was prepared as of the date of this original matter, as compared to the actual document which they handed out originally under the guise of a report prepared March 31?

Then I think at the risk of being redundant we ought to read into the record some of these matters. There is one in particular that I am very concerned about. Could I have an answer to the question as to whether anything else has been changed and what the real date is?

Hon. Mr. Timbrell: I'm not sure of the date.

Mr. Backley: March 31?

Hon. Mr. Timbrell. No. I think he means of the earlier—

Mr. S. Smith: No, I think this was prepared before March 31. I get the feeling—

well, I may be wrong; If you say it was March 31—

Mr. Breagh: The question that Mr. Smith is raising very simply is: does this document hold together in any sense of the word? Was the document prepared prior to the budget of this year and tabled? Or did you—

Hon. Mr. Timbrell: Again, there is a matter which I will discuss later in my notes which will in part answer that. But the review of the report has been under way at the staff level ever since we received it. So what you have before you—

Mr. Breagh: But, Mr. Minister, with all respect, that is not what we are dealing with. You tabled a copy here of a report prepared by strategic planning and research. That is not saying that several copies of several different reports were prepared at different times. What are we dealing with?

Hon. Mr. Timbrell: Let me just finish what I'm saying. The Taylor committee report has been under review since the thing was given to the government and released.

Mr. Breagh: Right.

Hon. Mr. Timbrell: The staff in that branch have been pulling together their comments, their recommendations as it were, to be reviewed by management committee and the minister. Subsequently, once conclusions have been arrived at, with which I agreed as the minister, they would then be passed on to the social development committee of cabinet and ultimately to cabinet.

This which you have before you, the March 31 version, is the latest version of that staff paper. As you rightly point out, they had changed part of it in light of recent events; namely that the decision had been taken to affect the level of premiums.

You'll notice various things in the paper already tabled where the government, once the matter had been reviewed all the way through the various decision making levels—in the case of the Ministry of Health that includes the management committee, the minister and so forth—didn't accept the recommendations. Those should not be taken as government policy. Government policy is as enunciated and defended from time to time by the ministers of the government. What you have before you there is an indication on the part of some of the staff that they would prefer to see a different direction. Clearly the government has continued to follow the direction of a premium system.

Mr. McClellan: When was the first version replaced by the second version? What is the date?

Mr. Breaugh: Yes.

Mr. Backley: The first—

Mr. S. Smith: When was this one prepared?

Mr. Backley: A week ago.

Hon. Mr. Timbrell: I'm not sure of the date on it.

Mr. S. Smith: It's clearly pre-budget and post-Taylor report.

Mr. Backley: It's post-budget. I think you will see at the bottom of that first paragraph the recent 1978 Ontario budget. It was post-budget.

Mr. S. Smith: Oh yes. True enough. So it is post-budget.

[4:45]

Hon. Mr. Timbrell: The comments on the 20 have been pulled together for some time. I guess the better question would be when was that written? Because the comments on the 20 recommendations weren't all written and typed in a day. That I suspect is impossible to answer, but I would expect that it was written well before, well before the Treasury made their decision and the budget was released on March 7.

Mr. Conway: Then, Mr. Minister, my question—

Mr. Chairman: On Mr. Breaugh's point of order, he asked when we would come back to this particular matter having to do with OHIP premiums. That really is the central issue of this committee, even though the annual report of the ministry has been referred to this committee for study.

It seems to me that at this point it would only be appropriate to have the minister complete his answers with respect to the questions which were asked in the initial day of the committee's work. Then we can come back to that. Would that be agreeable to you, Mr. Breaugh?

Mr. Breaugh: With all due respect—I'm in a quandary here, to be quite frank. You have the minister responding at great length to something which was not in front of the committee, but was more directly a letter from the Liberal research staff to him personally.

Hon. Mr. Timbrell: No, with respect, I think most of the points were covered last Wednesday.

Mr. Breaugh: All right, they were covered in terms of—

Hon. Mr. Timbrell: We asked at that time if we could have a complete list, and now we're responding to them.

Mr. Breaugh: All right, they were covered then, I grant you that. But specifically you're responding, and you have all through the afternoon, to a letter that was sent to you listing the numbers, and the questions that were asked by number; you've been doing that. I think it's farcical, frankly, that we would pursue this thing any further. We have the document in front of us. I think it's obvious now that the committee would be derelict in its duty if it didn't demand that the government retract the premium increase flat out.

Mr. Conway: Or the minister's resignation.

Mr. Breaugh: I'm not interested in whether the minister resigns or doesn't resign. I'm interested in the premium and I want that retracted. I think that's the purpose of the committee's existence.

Mr. Chairman: Mr. Breaugh, I point out to you that in terms of what this committee can deal with, in terms of the reference from the Legislature, the annual report was referred to this committee. Dr. Smith indicated on the first day of the hearing that only insured services, specifically OHIP, be dealt with in this committee. If you want that then you'll have to so move and we'll have to deal with it in committee in the normal way.

But I indicate to you again it was the report that was referred to this committee. Based on the information that we have here this afternoon, if you want to confine that discussion to insured services and OHIP matters then fine, you'll have to deal with that in the normal way in the committee.

Mr. Breaugh: No, that's not the point. I am moving as a member of this committee that this committee reports to the House and demands that the premiums be rolled back.

Mr. Chairman: You're making that a motion?

Mr. Breaugh: I just did it.

Mr. Chairman: All right. Could you submit that to the chair in writing and I'll—

Mr. Lewis: Mr. Chairman, on the point of order: I understand the dilemma that my colleague is in—the moving of this kind of motion. What has been presented here this afternoon in a way that not a single member of this Legislature could have imagined we would elicit, were it not for the unexpected assistance of the Ministry of Health, is the simple documented proof from within the government that the leading civil servants of the government in the Ministry of Health opposed the OHIP premium increase; that

that increase was imposed by the Treasurer without—

Hon. Mr. Timbrell: On a point of order, Mr. Chairman, that is not so. You cannot make that statement if it has not been reviewed by and recommended to me by the senior civil servants.

Mr. Lewis: Precisely, and that's the extended point I want to make—that the Minister of Health did not even have a chance to review the recommendations from his own staff that the OHIP premium increase not proceed. I think that either the Minister of Health goes to his cabinet colleagues and the Treasurer and says "I want those OHIP premium increases removed. My own reputation and position is at stake"; or this committee must then move that we go back to the Legislature and recommend it.

I'm sorry, I usurped the floor. Mr. Smith wanted—

Mr. S. Smith: Further to this point, I was trying to understand what the minister is saying to this committee. It is the minister who in fact signed the order in council raising these premiums.

Mr. Lewis: That's right.

Mr. Breagh: That's right.

Mr. S. Smith: Do I take it that he did so without knowing what his own ministry had to say about these things?

Hon. Mr. Timbrell: Mr. Chairman, as the hon. member knows—but it bears repeating—the Health Insurance Act comes under the Minister of Health for the purpose of administration of the programs involved. One of the elements of the regulations to the Health Insurance Act is the question of premiums. The level of premiums is a matter decided by the Treasury, as I think has been made very clear before. That is a matter that falls under the responsibilities of that individual in the government who occupies the position of Treasurer, or in the federal government the Minister of Finance.

Just as my colleagues are presently before the House with pieces of legislation giving effect to certain tax increases, the ultimate authority to determine the level of revenue devices or tax devices rests in the Treasury. Once that decision has been taken and forms part of government policy in a budgetary statement, those of us who have responsibility for other pieces of legislation must sign the appropriate forms in order that they can be processed to give effect to government policy.

Mr. S. Smith: I still don't believe that is an answer to the question I've raised, Mr. Chairman.

Hon. Mr. Timbrell: The answer, I think—and we've got to put all this together, is that—

Mr. S. Smith: Does your ministry bother to talk to you? Do you bother to find out what your ministry thinks—

Hon. Mr. Timbrell: Just a minute, let me finish.

Mr. S. Smith: —before you sign orders in council or not? That's the question.

Hon. Mr. Timbrell: Let me finish. Last year—and this is something we can discuss later—over the summer of 1977 we prepared a list of things that we could do in the health care system that would save money. It was a list that, as it were, represented a worst case, if we had to cut everything everywhere and we pulled all these things together.

One of the things which was on that list and which would save money in terms of administration was the change from a premium system to a payroll tax. That idea didn't get very far for a variety of reasons, not the least of them being the problems of trying to administer a payroll tax in a province which doesn't have an income tax structure, like the province of Quebec. It didn't get very far because of problems with having to dismiss, in the conversion from one plan to another, so many staff from OHIP at a time of high unemployment.

So the question of options to the premium system was reviewed and discussed months ago. I know that when the Treasurer appears before you he intends to table analyses of the alternatives and the problems associated with those alternatives. So months before, the government had decided to stay with a premium system, because on our list was this item which was unacceptable for these and many other reasons.

Again, what you have before you are staff comments which had not been given the stamp of approval by the senior civil servants, as Mr. Lewis likes to refer to them, let alone by the minister, let alone by cabinet.

As I understand the purpose of this committee, or the desire of the official opposition party for this committee, it is to present alternatives. Those alternatives may be on the question of revenue or they may be on the questions of costs, what to do about costs. We're certainly prepared to share with you some of the things that we have looked at in the past on costs, but which we have rejected as being unnecessarily—in some cases almost draconian.

We feel that we have struck a balance in the way that we have structured the system at this point in time, which ensures cost effectiveness—which the Leader of the Opposition referred to last week in his opening remarks; and he was very generous in his praise of the ministry in containing the cost of health care—but which has also got us set clearly on our path towards the various goals, including deinstitutionalization, decentralization of planning and so forth.

Mr. Conway: Mr. Chairman, on a point of privilege. I think establishing the date of this document is very central, because it seems to me that if the minister had this before him pre-budget then it is an extremely central point. The only indication in this document—and I am referring to that which was circulated by Mr. Richardson a short time ago—in the first committee recommendation that indicates this is a post-budget statement was the one to which, I think, the deputy minister drew attention. In the very bottom of the last column in the second paragraph is the sentence: "The recent 1978 Ontario budget increased monthly premiums to re-establish the one-third proportion." That clearly indicates the document to be post March 7.

Pardon me for being perhaps a little cynical, but I was looking at that. Can you assure me that that is not an altered sentence? If you look very closely at that, Mr. Chairman, there is some reason to believe that that—for example, the type set is a little different; it is set down a little. I am just wondering, can the minister assure me that that sentence, which would then indicate the document to be post-budget, was in the proposed ministry response from the beginning?

Hon. Mr. Timbrell: Just a minute. As I said earlier, and the deputy is trying to find out for me, so far what we have here has no date on it. That is not all that unusual when it is in the various drafts and working papers, and so on.

Mr. Conway: Did you see this before the budget? Did you see this document, which seems to argue very forcefully one side of the matter, before the budget?

Hon. Mr. Timbrell: No.

Mr. Conway: You did not?

Hon. Mr. Timbrell: No. What I said earlier—and I point this out again—was that the version which we tabled with you earlier this afternoon is the final version which is to go to management committee of the ministry for consideration, all of which might be rejected by management committee, or even if they pass it, all of which

might have been rejected by me. Let me finish, please.

The earlier version, number one, is replaced by the updated version to go to the management committee. There is, so far as I can determine, no date on it. But since—

Interjection.

Hon. Mr. Timbrell: That is the final version.

Mr. Conway: But of what relevance is it after the budget increases?

Hon. Mr. Timbrell: Just a minute. What I was pointing out to you, with respect, was that the 20 recommendations have been under consideration for months. And it may well be, and there is no way to prove this one way or another, that the staff wrote their comments on number one long before the budget, working through the various responses which they had had from the public and again all of the background material of the Taylor committee, working through the 20 of them, and at some time in March—I don't know what date they finished it—completed it. Then, given that the decision had been taken on number one, and realizing that government policy was clear on that, they revised number one, taking into account government policy as was recently reflected in the budget of March 7. I hope that is clear.

Mr. S. Smith: I don't think it is, Mr. Chairman. I wonder how many—

Mr. Chairman: We have to have some order. Mr. Conway raised a point of privilege. Are there any other members who wish to speak to that point of privilege?

Mr. S. Smith: I do.

Mr. Conway: I would like to speak to that just so I understand clearly. The minister is not denying that this particular proposed ministry response may have been altered at some point. I want to assure me—

Hon. Mr. Timbrell: Oh no. That's not—You mean the earlier version?

Mr. Conway: Yes, the earlier version. Because I am suspicious of the last sentence: "The recent 1978 Ontario budget increased monthly premiums to re-establish the one-third proportion." That looks like an insert of sorts. Having seen what happened here earlier this afternoon I am not altogether—

Hon. Mr. Timbrell: I'm sorry, what looks like an insert?

Mr. S. Smith: The bottom sentence.

Mr. Conway: The bottom sentence. The type is slightly different.

Mr. S. Smith: No, the type is the same, but the spacing is different. It is slightly to the left.

Mr. Breaugh: There were some words deleted.

[5:00]

Mr. S. Smith: The word "the," there may have been a word for it.

Mr. McClellan: Regrettable.

Hon. Mr. Timbrell: If you look up above, where they end a sentence and start another, they have double spaced throughout this.

Mr. Conway: It seems to me that the word "recent", for example, could have nicely been typed under suitable. I just want you to assure me that that is in no way altered, that that last sentence was not added at any point after this proposed ministry response was prepared. Can you assure this House of that.

Mr. S. Smith: Of course it was. The last sentence—"the recent 1978 budget." Look at the type. It is thicker type, it is to the left, the word "the" is slightly mislined.

Hon. Mr. Timbrell: If you look up above you'll see this kind of spacing throughout. My staff assure me, because they are the ones who have been working on it.

Mr. S. Smith: There are three generations here it seems to me. There is a first response, there is the addition of the last sentence, and then there is the changed report.

Mr. Chairman: Mr. Backley, can you clear this up?

Mr. Backley: It is quite possible that in fact there have been several changes in the wording which would be reflected. But may I explain how this is done? We have word processing equipment, which is a machine which has a memory, so that if you change a word it will retype it; and, obviously, during the course of this, because there may have been words changed from the very first time it was written down in rough form to the final version which may be improved for English and so on, there would be changes in the script. This is a document which is still in the process of being drafted for review by myself and the minister.

Mr. S. Smith: If I might just speak to that point, Mr. Chairman, would the deputy minister consider that it is fair to say that after the Taylor report these comments were prepared by various people within the ministry, but once the budget came through a sentence was added—a reasonable sentence—simply saying that the recent 1978 Ontario budget increased monthly premiums to re-

establish the one-third proportion? Was that sentence inserted at some point and the rest of it produced, and then prior to coming before this committee, at least the third generation was put in? That seems reasonable.

Hon. Mr. Timbrell: I'm sorry, I see your point. That is entirely possible.

Mr. S. Smith: That was the point of my comment.

Mr. Chairman: Does that clear up the point?

Mr. S. Smith: However, from the minister's answer to that point and speaking to the same point, when he says these comments have not gone to management committee, may I ask where the title comes from which says: "An Integration of the Comments of Management Committee and Ministry Staff on the Taylor committee." An integration of the comments of management committee and ministry staff implies to me that management committee have seen it.

Mr. Backley: As the members of management committee—

Mr. S. Smith: Members, rather than the committee.

Mr. Backley: —we did see a draft several weeks ago, because the first time we had an analysis of strictly the Taylor document. Then there is the question of taking into account the briefs which were submitted to Taylor which Taylor didn't analyse. Then we have a final version which indicates the analysis of the correspondent's first hearing as well. It is quite likely before this final document goes to the minister, or the management committee, that I might have required further changes yet again, because I might not have been satisfied with the response.

Mr. Breaugh: But that led to the substantive motion that I have put before the committee.

Mr. Chairman: Yes, Mr. Breaugh, I have your motion. Mr. Cooke, did you have a point on the point of privilege?

Mr. Cooke: Go ahead with the motion.

Mr. Chairman: I shall put the motion, then Mr. Breaugh can speak and then other members of the committee; and then I will put the question and we will vote on it. May I do that with the concurrence of the committee?

Mr. Breaugh has moved, seconded by Mr. McClellan, that on the basis of the material tabled today that this committee report forthwith to the Legislature demanding an immediate revocation of the OHIP premium increase.

Mr. Breaugh: We are at the end of a rather agonizing afternoon in which we have spent a good deal of time on privileges and points of order that sometimes didn't exist, and looked at a document that obviously had been changed in some manner; not impugning motives of anyone in this particular instance, but without question the document before us now has been altered several times by more than one person. But I think it is now clear; for example it states here—and I quite agree with this—that the purpose of the exercise is revenue generation, nothing else; and that it will have a significant impact, that there are high additional operating costs but they are minimal. The changeover costs would be about \$150,000 if sufficient lead time and appropriate supportive measures are taken.

Quite frankly, one would be hard pressed to suggest that there has been sufficient lead time and appropriate supportive measures taken. As a method solely for generating additional revenues, increasing OHIP premiums does nothing to rectify the basic underlying inequities and imbalances in the health care system that contribute to the rapid cost escalation being experienced, a theme developed at greater length in the health plan document. Moreover, the premium system is of limited effectiveness in raising consumer cost awareness—that is interesting—because of: (a) the temporal separation between premium payment and service provision; the absence of the insurance concept—the “absence” of the insurance concept—of premium related to either risk or use: the high proportion of premiums totally or partially paid by employers.

It is also noted that Ontario is one of only three provinces with a premium system, and that the current Ontario rates are already much higher than those of the other two provinces. Moreover, it is recognized that the premium system is expensive to administer, and is regressive in comparison with income taxation.

The concept of 33 per cent may be traced back to the inception of hospital insurance when, it has been noted, a rationale developed for the sharing of hospital costs by federal and provincial government two-thirds and the public one-third. The idea of 33 per cent of OHIP costs from premiums was repeated by the Ontario Council of Health in 1973; the Ontario budget in 1976 noted that 28 per cent was “a suitable long-run norm to maintain.” The recent Ontario—and there is a word missing here—the word missing is recent “1978” Ontario budget increased monthly premiums to re-establish the one-third proportion.

Thus the rationale for 33 per cent is a matter of historical precedent, but the premium system itself is no longer regarded by the Ministry of Health as either equitable or effective within the framework being developed for long-term strategies in cost containment and health system reform. The ministry acknowledges the benefits for the budgetary process of greater congruence between program costs and revenues achieved by annual escalation of OHIP premiums. However, the ministry opposes the emphasis this places on shifting the cost burden inequitably to consumers, and will continue to advocate alternative funding mechanism such as personal income or payroll tax systems.

Mr. Chairman, I would put before this committee that the work of the committee is very clear; that is that we were to deal with this matter of OHIP premiums, that we have a ministerial document here in some form or other which essentially takes the stance that has been put forward by many people in this House. I was one of them and there have been many other speakers who spoke to it at great length. I think it is devastating in its consequences, in terms of establishing that as a matter of fact a number of things that the minister said in his opening statement before this committee are quite refuted by the documents presented to the committee here.

Hon. Mr. Timbrell: On a point of privilege, Mr. Chairman, would the member care to enumerate those?

Mr. Breaugh: Well, as soon as you maintain a little silence I will be prepared to do that.

We talked at great length about a term you used—“visible link”. This document rather discounts the premiums as a visible link and you spent a considerable time on the first day before this committee attempting to make that case. We talked on the first day of the committee about the absence of the insurance concept and whether these things really do anything; and whether there is that high proportion of premiums totally or partially paid by employees—who will pay?—making the argument that because it was absorbed in some way through somebody's contract that it wasn't exactly a direct cost passed to them, and in fact it is.

I think we now have sufficient evidence before the committee in the form of this document and several others that have been tabled to make it clear to me the fishing expedition should end; the committee should recognize that we now have fulfilled the reason the House set up this committee; we

now have a document which in effect says that those premium increases, by the minister's own admission by the minister's own documents, by the government's own documents, is unfair, is regressive and clearly should be revoked.

I would like to see us stop playing games now and deal with the substantive issue that is before this committee. I think we are now in a position, on the basis of documents presented to the committee this afternoon, to do just that and I would like to see us conduct our business in that way.

Mr. Chairman: I have on my list here Mr. Kennedy, Dr. Smith, Mr. McClellan and Mr. Conway.

Mr. Kennedy: Mr. Chairman, as I understand it, a term of reference in setting up this committee was an invitation from the Treasurer for this committee to bring forward alternatives, which he said he would consider. The motion before us is brought forward, I think, in some excitement by the member for Oshawa and we should look at it in those terms. The motion says roll back the premiums, period. There is, with respect to the member for Oshawa, no alternative suggested in that, and I think that we should consider this prior to going back, not having achieved or dealt with the terms of reference which we were charged to look into. All I am saying is here we go back and say "roll them back" without any alternative suggested. I look at that motion in this context and I won't be supporting it for those reasons.

Mr. S. Smith: I have only been in this Legislature, I guess, almost three years or so—it's not even that—and rarely has an occasion of this kind presented itself. One wishes that the matter was not so serious and the imposition being placed upon the taxpayers of Ontario so burdensome. One wishes that one would just be free to relish this moment as one of those rare opportunities which occurs in the political sphere.

I have come through weeks of listening to diatribes from the Treasurer about what a wonderful visible link OHIP premiums would be knowing, as he does, virtually nothing about the Health ministry. I have stated to the people of Ontario that, in my view, the Health ministry and the minister, I am sorry to say, has been a whipping boy and a front man for the Treasurer, who has been trying to conceal his desire to increase revenue behind the skirts of the high-profile Health ministry—a ministry, whatever you want to say about it, that was at least making some efforts to economize and has now

been portrayed to the public as a place where expenses are practically out of control and only such a visible punitive link as this increase in OHIP premiums could help them. I have now had the chance to be vindicated here in a way that I might hardly have expected, coming as it does from the ministry's own strategic planning and research branch.

I feel that reading here practically the same comments that I made on television last week is something to be savoured and something to be remembered. I quote: "The ministry acknowledges the benefits for the budgetary process"—in other words to the Treasurer—"of greater congruence between program costs and revenues achieved by annual escalation of OHIP premiums. However, the ministry opposes the emphasis this places on shifting the cost burden inequitably to consumers and will continue to advocate alternative funding mechanisms, such as personal income or payroll tax systems."

The document itself would have been pleasurable to read inasmuch as it only proves the point that the people in the Health ministry have been victimized by the Treasurer and that their minister has been unable to defend them; unable or unwilling to hold his own in the cabinet sessions; unable to hold before the people of Ontario a much fairer and more reasonable response, but I guess he is bound by cabinet solidarity and I should not blame him on a personal basis.

The fact is, however, that the people working in his ministry have every reason to be very disappointed at the lack of strength that the minister was able to show within the cabinet and the people of Ontario have every reason to be disappointed that the very rational statements in this particular proposed ministry response from the strategic planning and research branch were never given greater weight by the government of the day in Ontario.

It is perfectly obvious to anyone who takes a moment to look at the matter that OHIP premiums can in no way cause a reduction in the health costs in Ontario. It is perfectly obvious that the visible link is in fact a missing link, and it is perfectly clear to anyone with any familiarity with the area that the health ministry has been very basically victimized by the Treasurer of Ontario.

And so, if it were merely that this document came into our possession today it would be gratification enough; but over and above that, we have the fact that not only did it

come into our possession but that it only came in by accident. It only came in after a deliberate attempt to give us what is termed by the ministry as "a more updated document"; one which had it not been for a certain sloppiness with regard to typeface, might never have been detected by us as being a more recent edition to what is the genuine feeling within the ministry of those who have taken the time to study it, and not merely parrot to us the views of the Hon. W. D. McKeough.

[5:15]

The fact that the minister would place before us a document which in fact did not contain the genuine, deeply held beliefs of the people in his ministry and in a sense purported that this document did represent the views of the strategic planning and research branch is a very grave and serious matter. Apparently, the minister did not realize that that is what he was placing before us. I accept his view on that. I don't wish in any way to attack him on a personal basis, I am sure he knows that.

The fact, however, is that this was a very serious matter which we discussed at great length in a number of points of privilege and order early in the session. So it is very tempting, given the fact that we have not been dealt with in the open way that we might have expected; given the fact that our viewpoint about the inequities of the premium increase has been supported clearly and plainly from within the best brains within the ministry, it is very tempting just to say, "There you are," and throw these documents at the minister and simply barge out of the room and say that we will never sit down to break bread with such a fellow again.

That, however, would be ludicrous. The fact is that we asked for this committee hearing to occur. We did so on the basis that we believed that we could come up with better alternatives and that a close study of the expenses of the Health ministry, as well as perhaps certain other ministries; that a chance to question the Treasurer of Ontario—and I relish questioning the Treasurer of Ontario on these very matters—would in fact be in the public interest. I have gone on television, as my friends in all parties will know, as Leader of the Opposition, saying that I took my duties very seriously, not only to be a critic of the government but to be constructive and to recommend alternatives.

I admit that the members of the New Democratic Party have recommended an alternative. Their feeling was, if I understand

them—I don't in any way wish to be provocative or misunderstand them, but I believe—

Mr. Breagh: That is exactly what is in that recommendation.

Mr. S. Smith: Exactly, precisely. I believe their recommendation really was that given the difficulty in our economy today that we could absorb a somewhat greater deficit in order not to burden people with these premiums.

Mr. Breagh: Precisely what that ministry recommendation says should happen. Precisely.

An hon. member: Couldn't have done a better job.

Mr. S. Smith: Exactly. I am not sure if you have recommended a payroll tax or a personal income tax. If you have, I haven't heard that. But in any event, I accept that my friends in the New Democratic Party have at least on some occasion said that the deficit could go up by virtue of the fact that the economy needs additional stimulation, or words to that effect.

I don't in any way wish to get into a dispute with my friends in the New Democratic Party. I am sure they are capable of putting their views perfectly well and will do so today and at other times. Our view, however, has been that we will not merely accept an increase in the deficit of Ontario for the purpose of relieving people of this burdensome additional OHIP premium demand. Our view has been that we wish to look at all the expenses and at all the possible savings that can be found within the Health ministry and other ministries. And I am pledged to the people of Ontario to come forward with a package at the end of this committee's deliberations, a package that will have some savings on the expenditure side, some shifts of revenues such as Wintario and so on and so forth, plus conceivably other forms of taxation if it turns out to be necessary. That's our view.

I really wish—given the way we have been dealt with today and given the joy of finding the statement within the ministry—I wish I could join with my friend from Oshawa and simply turn this bunch out of this place. But the public of Ontario—

Interjections.

Mr. Breagh: Point of order.

Mr. S. Smith: No, no, I understand it's not a vote of confidence, I realize you are just saying to heck with the committee.

Mr. Chairman: What's out of order, Mr. Breagh?

Mr. Breagh: It's a point of order that I want to raise. The wording of the motion specifically does not disband the committee.

Mr. S. Smith: Oh, I'm sorry.

Mr. Breagh: The wording of the motion says simply that the committee reports and makes a recommendation to the House. It does not deal with dispensing with this committee entirely. It doesn't say that at all. And that's why each of you has a copy of that.

Mr. S. Smith: Perhaps this is possible—we had better take a little time to study this—but my view was that you were basically willing simply to say—well, we don't really have to; the House knows very well that we wish not to have these OHIP premium increases implemented. This is well known to the House. There is nothing new to be told to the House in this way. I am quite prepared to go on record as saying that these premium increases are wrong and should be rescinded; I have already said so. My view is I see the work of the committee as a place where at least we in the Liberal Party wish to present alternatives, an alternative package on which the people of Ontario can judge us. We wish this to be done within a very short time and we wish, therefore, to have the committee continue its deliberations.

If in fact, the committee can continue its deliberations, I think we could serve our purpose as a constructive opposition. Basically, I was about to say I will vote against this motion. But if, in point of fact, the matter of the committee report does not in any way obviate the possibility of the committee continuing, I would be willing to give the matter further study. In that instance, I would ask basically that the motion be tabled for further consideration.

I am not very clear that this would not, in fact, result in a number of other occurrences within the House which could give the government the opportunity to say that we Liberals failed to provide alternatives, and I don't want to give it any ammunition, if you don't mind, especially as we are going to be coming forward with excellent alternatives. Therefore, my view is that the motion either be tabled for further consideration at a future time, or else we shall have to vote against the motion at this time.

Mr. Chairman: Mr. Smith, are you proposing a subamendment?

Mr. S. Smith: No, not really. I would propose the motion be tabled for consideration.

Mr. Chairman: That isn't in order at this point in time.

Mr. S. Smith: Then we'll have to vote against the motion, although we are obviously in favour of an immediate revocation of the premium increase. I don't want to do anything that would jeopardize our next five or six sessions that we are scheduled to have here, during which time we want to come up with alternatives.

Mr. Breagh: That's twice you have had an opportunity to vote against these things and you are saying that twice in a row you are going to support the government on the same thing? Come on.

Mr. Blundy: We're not saying that at all.

Mr. S. Smith: The member for Oshawa is posturing, pure posturing.

Mr. McClellan: I would ask the Leader of the Opposition to reconsider. What has happened in this session is that the two opposition parties, which together constitute a majority in this Legislature, have not had an opportunity to vote and express clearly and unequivocally their opposition to the OHIP increases—

Mr. S. Smith: We will, at the end we shall vote exactly that way.

Mr. McClellan:—and we are offering a way for the committee to do precisely that, for the committee to pass a motion here this afternoon which can be reported back to the Legislature at the next sitting to be debated—

Mr. S. Smith: On a point of order, Mr. Chairman, the motion which created this committee said that pursuant to provisional order and so and so forth, the annual report be referred to the standing committee on social development for such consideration and report as the committee may determine. My fear, Mr. Chairman—I would ask your guidance and your ruling on this—is that if we give a report today we may, in essence, be disbanding ourselves as a committee able to study this matter further. I would ask your ruling on this. I have no difficulty in saying we should rescind the OHIP premium increase, but I don't want in any way to jeopardize this report or give the impression that we are going back on our promise to provide alternatives.

Mr. Chairman: The minister wants to speak to the point of order.

Hon. Mr. Timbrell: Only to suggest that since the committee had established that there would be a maximum of six sessions, within the week the committee and the members of the official opposition who are

members of this committee will have the opportunity to put forward those alternatives. There is material yet to be put forward by myself on behalf of the Ministry of Health and by the Treasurer that discusses alternatives to a premium structure, which I think should be on the record to assist the committee in arriving at that conclusion.

Mr. McClellan: I still have the floor, I believe, but I would like to speak briefly to the point of order before resuming by remarks.

Mr. Chairman: You may speak to the point of order, and then I will rule, Mr. McClellan, on the matter raised by Dr. Smith.

Mr. McClellan: I would simply say to the Leader of the Opposition that what is intended here is in the nature of an interim report from the committee to the House, but I think this is a sufficiently serious matter for the reasons that my colleagues and the Leader of the Opposition and his colleagues have enunciated already, that it needs to be brought to the attention of the House quickly; and secondly, the will of the House with respect to the OHIP premium increases, which we all seem to oppose, be explicitly and unequivocally stated. It is then the government's problem. Let's not only bend over backwards, but let's not also loop ourselves into pretzels, to try to bail this government out of the useless position that it's in. I'm no longer speaking on the point of order. I'm speaking now to the motion.

Mr. Chairman: Mr. McClellan, if I may just respond to the point of order, the motion put forward by Mr. Breagh is that this committee reports forthwith to the Legislature, and it will be my view that if this committee sees fit to so do then that would terminate the work of the committee.

Mr. McClellan: Why?

Mr. Chairman: Because unless the motion contains a sentence or a clause in its structure to indicate that this is an interim report, or this is a progress report or whatever, then I would consider the terms of reference outlined in the Legislature and given to the committee to be fulfilled.

Mr. Breagh: If someone wants to insert the word interim we'll be more than happy to entertain that kind of amendment.

Mr. Chairman: All right.

Mr. Breagh: We will invite in fact, as a gesture of goodwill, the Liberal Party to

insert the word interim in this. Any accommodation you have we'd be happy to make.

Mr. Conway: I don't think that it's within the power of this committee to so do.

Mr. Breagh: Certainly it is. Any committee of the House can report as it sees fit.

Mr. Conway: Mr. Chairman, I'd ask you to consider that as the referral—

Mr. Breagh: Come on, come on; one way or the other, what do you want?

Mr. Chairman: Order, Mr. Conway has the floor.

Mr. Conway: Mr. Chairman, I would ask you to rule upon that, taking into consideration that the specific referral that this committee has makes no such reference to an interim report. It indicates specifically, and it was my intention, as the person who made the referral, that there be a report. I want that clearly understood. I did not imagine that this committee would be making a number of reports. In a similar vein, I want it clearly understood that the members of the New Democratic Party have been completely and unalterably opposed to this committee from the beginning and they have been consistent in that attitude this afternoon. As the person who made the reference, on March 9, I simply wanted to say to you, Mr. Chairman, it was my understanding that there would be a report and not a series of reports.

Mr. Breagh: That's not true.

Mr. Chairman: Just to respond to that point, it's the view of the chair that there is no prohibition in terms of the committee's ability to submit an interim report. I think it is fully within the power of the committee to do that, and if the committee wishes to proceed on that basis, I see no limiting factor in that regard.

Mr. S. Smith: That's fine. We could quite accept that.

Mr. McClellan: I move that the word interim be inserted into the amendment previously moved by my colleague, the member for Oshawa.

Mr. Chairman: Is the mover agreeable to that?

Mr. Breagh: I am more than agreeable.

Mr. Chairman: So the motion would now read, on the basis of the material tabled today, "that this committee report on an interim basis forthwith to the Legislature demanding an immediate revocation of the OHIP premium increase."

Mr. Breagh: Absolutely fine.

Mr. S. Smith: I would amend that to say the 37.5 per cent OHIP premium increase.

Mr. Breaugh: I would be more than happy to accept that one as well.

Mr. S. Smith: Then why don't you put it in?

Mr. McClellan: I'll add that to mine.

Mr. S. Smith: Right.

Mr. McClellan: I have the floor, I think, Mr. Chairman.

Mr. Chairman: Mr. McClellan has the floor. [5:30]

Mr. McClellan: Mr. Chairman, I'm quite sincere in hoping that the Liberal Party will support this amendment, I think it is a useful and positive thing for this Legislature to state unequivocally, as a majority, what its position is with respect to the OHIP premium increase. If the government wishes to fly in the face of that, so be it, let them do it.

We have been given here the most incredible material, and I want to stress again, a point made by the Leader of the Opposition, I guess, that is, there's a document entitled "An Integration of the Comments of Management Committee and Ministry Staff." I take that to mean what it says, that it is an integration of views of management committee as well as the members of the strategic planning and research branch. To me, that means the document has been reviewed by members of management committee; it has been seen and discussed by members of management committee.

We were told by the deputy that the first version was replaced or substituted last week by the second version according to the apostle McKeough. I don't know whether it was done before or after the question was raised; certainly it was done recently last week.

The Taylor committee reported in December, which means that the government and the ministry have had three full months to prepare their proposed ministry response. We are not dealing in the excised version. We are not dealing with a document that is a first draft or even a second draft.

I suspect that we are dealing with a document that has been the subject of a great deal of serious discussion both within the strategic planning and research branch of the ministry and at senior levels of the ministry.

It is a total and unequivocal repudiation of all the arguments that have been put forward by this government for the OHIP premium

increases. It clearly refutes the notion that there was a visible link between the amount of premiums and use of medical services. It states categorically that the premium system is regressive, unfair, iniquitous. It states that it is expensive to administer.

It demolishes all the arguments that have been trumped up subsequent to the budget by the Treasurer and, regrettably, in a "me too" chorus, by the Minister of Health.

The Treasurer has clearly pulled the rug from under the feet of the Minister of Health and has left him in the ludicrous position of having to repudiate some advanced—and I stress the word "advanced"—policy recommendations from within his own ministry. Health considerations were not entered into at all in taking the decision to raise the premiums. That's what comes across loud and clear on the basis of the excised document.

There was no consideration of the needs of the health system. There was no consideration of an equitable means of paying for health care. Health considerations didn't enter into the equation at all. It was simply a money-raising scheme by the Treasurer imposed for reasons of his own, apart from the needs of the health system.

We're into a new ball game, it seems to me, with the production of this document.

Mr. S. Smith: Not really. I said all those things.

Mr. McClellan: With respect, I think we are in a new ball game. There isn't a shred of evidence left to this government to justify the OHIP premium increase. As far as we're concerned, the document produced today has justified, because it by and large repeats the arguments against raising the OHIP premium.

I read again into the record the final sentence of the excised document: "... the ministry opposes the emphasis this [a premium increase] places on shifting the cost burden inequitably to consumers..." I can only say amen to that and look forward to all opposition parties' support for the motion that's before us so that we can take this back into the House and have a clear and straightforward statement by a majority of the members of this Legislature.

Mr. Conway: I would like, Mr. Chairman, to get your assurance that the motion as amended does not in any way bring to an end, as you understand it, the reference to this committee of March 9.

Mr. Chairman: You have my assurance.

Mr. Conway: Yes, I have your assurance.

Mr. Kennedy: How can we have your assurance, Mr. Chairman? If you take this back to the House, it is out of your hands.

Mr. Chairman: Mr. Kennedy, just on that point, there is no prohibition in the rules, standing orders or otherwise, which indicates that a committee cannot bring in an interim report. You being a member of a select committee on a number of occasions realize that when the Legislature instructs the committee to report, that doesn't in any way limit or prohibit you from bringing in an interim report. That's simply the assurance I am giving to Mr. Conway.

Mr. Kennedy: With your permission Mr. Chairman, could I speak to what you said?

Mr. Chairman: Yes.

Mr. Kennedy: I still say that the motion as put forward is a very positive motion, and I don't think it lends itself to tacking the word "interim" on the front of it. I think the committee members should consider that very seriously. Just because we say it's an interim report may not necessarily mean it's so.

Mr. Chairman: Just on that point, Mr. Kennedy, in my view, on the basis of what I know about the standing orders and about the operation of standing committees, there is no reason why the committee doesn't have the authority, if it so wishes, to bring in an interim report. I have ruled in that respect. If you feel differently or if you feel that there's a different point of view to be put based on the standing orders, then I would be quite prepared to hear it.

Mr. Kennedy: I am just saying that the committee may not necessarily continue. If no alternatives come forward from us—

Mr. Breaugh: This is an alternative.

Mr. Conway: Mr. Chairman, I wanted to get that on the record again, because it was my prime concern earlier that there was a possibility that, having made a report, that would then render this committee null and void. I accept with pleasure your reference and I will certainly consider that when we vote upon this.

Mr. Chairman: With the list of speakers I have, I am sure we are not going to compete this by 6 o'clock. If the committee would agree, I would check this matter with the appropriate authorities in the morning and make sure that the assurances I have given here are assurances that—

Mr. Breaugh: If you send it to the procedural affairs committee it will come back with the ruling that the Chair has just given.

Mr. Makarchuk: On a point of order, Mr. Chairman: Speaking to your ruling, it should be pointed out that the committees operate under the same rules as the House does, and the House has the authority to do anything it darn well pleases and the committee have the same rights inherent in the structure.

Mr. Chairman: That was basically my reference to standing orders, Mr. Makarchuk, and that's the way I feel about it. But if the committee wishes me and instructs me to assure myself that that is the correct position and that is in fact what would happen, I will do so in the morning.

Mr. Breaugh: We are in complete agreement.

Mr. Conway: Quite frankly, Mr. Chairman, I am prepared to defer to your many years of experience and to accept your judgement entirely. That was an assurance which I felt important and qualified some of my earlier remarks.

I, like my leader, find this afternoon's revelations interesting, startling and to some degree very unfortunate. I was the person who, on March 3, felt it necessary to use provisional standing order 7 and to have this matter referred to a committee. I did so at that time because, as a member of some two years standing in this Legislature and with some responsibilities in the area of health, I had been quite impressed by the way in which this extremely sensitive, very high-spending ministry had been assiduously kept away from the legislative scrutiny that had been brought to bear on other such varied topics ranging from land drainage to the after hours use of schools. I wanted this matter brought before a committee. We now have it here. We have been told that the agreement calls in the first stage for six full hearings. I want to make it very clear at this point that as the person who made the reference on March 9, I want six full hearings as an absolute minimum.

What has happened here this afternoon, I think, vindicates the position which my leader has been enunciating since the budget of March 7, a position which has been reinforced and repeated by a great number of members in both opposition parties. I have to wonder where this kind of situation leaves members of this assembly. I have to wonder about the impact of this kind of editing upon the legislative privileges of members of this House. I, as one member, feel that as of this afternoon my privileges were very seriously trampled upon by someone who endeavoured to, and I must use the phrase, tamper with the documentation.

I want this afternoon to thank the Minister of Health for providing us very generously with all the material which he has brought. I appreciate that very much. But there is no question that there is one document that is central. That is the Taylor committee report of late December 1977—the document to which the Treasurer in his budget of March 7 makes specific reference as the one specific series of recommendations upon which he based his OHIP premium increase.

The Minister of Health, in his introductory statement here last Wednesday, very interestingly used the phrase and the concept of challenging members of the opposition to come forward with their alternatives. I want to say as one member, that I am quite prepared when the witnesses who have come before this committee are dispensed with, to participate with other members of this committee and frame more constructive and more equitable alternatives than that which the government of Ontario offered in this regard in its recent budget. But I have to say to the Minister of Health that I think it infinitely more serious that he worry about the challenge offered within his own ministry as outlined by the document tabled this afternoon.

I have to ask the Minister of Health in this connection what he has done with that challenge. I cannot imagine that I would want to agree with what the member for Bellwoods (Mr. McClellan) said earlier. He said that it represents as stinging an indictment of government policy as can be imagined. I am sure that many of us in the opposition wish only that we had been so eloquent in phrasing the argument against the premium increase.

Having listened to the Minister of Health this afternoon and on a number of occasions, I am not yet sure that he did see that document prior to the budget of March 7. I cannot imagine that he did not. I cannot imagine that he could be Minister of Health for some 13 or 14 months, whatever was the case in March of 1978, and not have been impressed by the people within the ministry that this is the only kind of argumentation that counts in terms of discussing the very regressive, the very inequitable premium system that is at the base of much of the Ontario health insurance scheme. I cannot imagine that the Minister of Health did not see and that the Minister of Health was not impressed with this kind of logic by a great number of people from within and without the ministry.

[5:45]

Having this document before us this afternoon and having been made aware it was the Minister of Health who signed the order in council that gave effect to the 37.5 per cent premium increase, I cannot imagine how this Minister of Health can in all conscience and in all fairness to the very fine people within his staff, who I am sure stand four-square behind the proposed ministry response that was tabled secondarily this afternoon, can do anything but resign from the ministry of which he is now the senior political representative. Because to have this presented to him and to not present this committee, and presumably not to present the members of his ministry with a compelling argument against this argumentation, indicates to me quite clearly that there is no strong argument against this: that it is only the Treasurer's article of faith, the Treasurer's belief that we should have such a regressive and inequitable system, as is so eloquently pointed out in this proposed ministry response.

I have to wonder how the Minister of Health, in the very sensitive and important area of the social development field that he occupies, can, in the face of this kind of argumentation, continue in his position. It seems to me that the fair and responsible thing for him to do, in good conscience for those hundreds of officials in his ministry, who no doubt stand squarely behind that recommendation, is resign from the ministry of which he is now the senior political representative.

Hon. Mr. Timbrell: Where are the hundreds?

Mr. Conway: Failing that, I expect at some point during the course of these deliberations to hear and to have produced before the committee a strong case as to why we should not believe this particular position as outlined by the ministry in the second response presented this afternoon.

I simply want to say again that this afternoon's hearings have produced, I think, a very significant indication of what's going on within the Ontario Ministry of Health. As my leader has said, it has become increasingly the whipping boy of an Ontario Treasurer who is increasingly insensitive to the very important aspects of the social development field, who cares not one whit for a reasonable and responsible approach to financing the legitimate aspects of the OHIP program, but rather is more interested in developing a mechanism of using the OHIP premiums, as unfair, as inequitable and as regressive as we all know them to be, not

only for the generation of funds to cover insured health services, but rather now to use that OHIP premium as a means by which to generate very considerable additional general revenue. I want to hear this afternoon from the Minister of Health if I can, or at an early opportunity, just what kind of argumentation he made on behalf of his ministry and his policy field to counteract this kind of representation made from within his ministry.

The people within his ministry have very eloquently argued the case, as the members of the opposition have, against not only the premium mechanism but also this premium increase. If an equally cogent and equally strong argument exists against this particular rationale, then I presume the Minister of Health must have it. He must have weighed it very carefully and exercised his judgement on its behalf when he signed that order in council.

I want the Minister of Health to very carefully counteract this argument. I'd like to see the rationale that he used to dispute this, because I presume if it is not forthcoming from him, as I suspect it cannot be, then I see no way in which this minister can continue in the portfolio that he now occupies.

Mr. Duksza: I just want to say a few words. I find it remarkable how these disclosures vindicate the New Democratic Party's statements on the Ministry of Health. Maybe we were unjust in saying it was the ministry, and not just the minister, who have been leading both the province and the Legislature astray. Now I discover that within the ministry there were some voices who have said repeatedly that the present increases in OHIP and maybe the whole system—I would love to hear more of what other people have said—that the present system may be distorted and wrong and does not deliver the proper health care, which is the right of every person who lives in Ontario. I find this very worthwhile.

But then I have to look at the position of the minister, Mr. Timbrell, and his own direction of it. It's clear that he does not understand, he does not care, and he is not prepared to do anything about changing the present nauseous health care system of Ontario. I think the blame has to be laid on the minister.

As a last point on this, since I don't want to gloat over the vindication of what we have been saying for so long, let me just say—

Interjections.

Mr. Breaugh: I want to hear. Go ahead and gloat.

Mr. Duksza: I actually feel like gloating, I must say; I'll enjoy it as much as I can.

But I am very pleased that the Liberal Party has moved to support—as I gather they will support it—this present interim report. I hope they will just as easily move to support what will be really the only reasonable solution to many of the problems in terms of financing. That is to say that they will move to support it if we produce a proposal that the only way to pay for health services is not from the regressive type of taxation that OHIP is, but from personal, corporate and other income tax which allow a much more even way of spreading the burden of paying for health care services in Ontario.

I sincerely hope that this is the first step of the reformed sinner that Mr. Stuart Smith obviously is, and that he will support our proposal that that is exactly what the government should do. Since we do have a majority it is possible for us to do it. So, thank you for this reformation, Mr. Smith.

Mr. Kennedy: I really said what I was going to say, Mr. Chairman, except this. I didn't want it taken that I was challenging your ruling. I don't agree with that.

We said we are going forward with this very positive thing demanding revocation; that's scarcely a recommendation to the House. Again I say it is a pretty positive demand going forward, and as for hooking the word "interim" on, I am very doubtful about that.

Mr. Breaugh: It is a very positive step.

Mr. Cassidy: You are right on.

Mr. S. Smith: I want to be very clear, Mr. Chairman, on the fact that we in this party have every intention of keeping the pledge which I made to the people of Ontario. I want to tell you that in Prescott-Russell and in Orillia over the weekend I made very clear—and I hope the minister will realize this and take it back to his colleague, the Treasurer—that we stand opposed to the 37.5 per cent OHIP premium increase. Of course, we have no difficulty saying that and voting that way. Our only concern has always been that we be given the opportunity in this committee to have the six or seven sessions, whatever is scheduled here, to go over the data we seek so that we can present to the people of Ontario the Liberal alternative package. We believe—and that is the only reason we voted against the no-confidence motion introduced a couple of weeks ago by the New Democratic Party.

Our reason has been simply to have that opportunity to come forth with alternatives for the people of Ontario.

I want, therefore, to tell the members of the New Democratic Party that my own belief is that this motion simply states what I have already said publicly very clearly. I told the people over this weekend very plainly that once we put our alternatives before the people, if the government insists on continuing with the 37.5 per cent OHIP premium increase, unjust as it is, we personally would present a motion of no confidence in the Legislature, and that is something as you know, Mr. Chairman, I do not do on a frivolous basis. I will only present such a motion when I wish to have an election.

I made clear to these people, even as some of them were in preparation for what they anticipate will be a federal election campaign, that I am not prepared to back down on the matter of this 37.5 per cent OHIP premium increase and that I am prepared, if need be, to have two elections at once, no matter how confusing or chaotic that might be—

Mr. Laughren: You rattle your sabre.

Mr. S. Smith: —because the fact is that the regressive nature of this totally unjustifiable increase is something I am not prepared to accept.

The fact that people within the Ministry of Health agree with all the points I have been making across the province of Ontario is not surprising. I have some expertise in the health field and I presume so do people in the Ministry of Health. The patently transparently weak case of the minister and the Treasurer has convinced absolutely no one, I am sure. The fact is, however, if the NDP members imagine that support of this interim report will somehow or other provide the excuse for them to bring in yet another frivolous no-confidence motion—

Mr. Laughren: Careful.

Mr. S. Smith: —let me assure them that we shall not support any no-confidence motion until we have had a chance in this committee to have the hearings we were promised and a chance to put before the people of Ontario the alternatives which we have promised them.

Mr. McClellan: Somebody should explain the rules of the House to him.

Mr. S. Smith: I continue and I renew my pledge that, at that point once we have put our alternative before it, if the government of the day continues to try to ram this 37.5 per cent OHIP increase down the throats of the people of Ontario, we shall

stand and oppose it with our own no-confidence motion. If an election results, then so be it, but we have certain principles and we shall not yield to the government on this matter. I hope that message is clear to the government. I hope it is clear to all the other members of the House.

This interim report based on the motion of the member for Oshawa I think is unnecessary because it's obvious that we are against the increase, but he wishes to have it reiterated. I don't mind reiterating it. There is no way he is going to get me to vote against rescinding the increase, he must surely understand that. But if it comes to a matter of no confidence, I want to make it clear we are not just going to go through the same game.

We want to present our alternatives to the people of Ontario. We have every right to do so and we shall do so within the six or seven sessions that are required for this committee. As long as that is clear to everyone, we are quite happy to associate ourselves with this statement that we demand an immediate revocation of the 37.5 per cent increase since we have been demanding it all over the province of Ontario. There is no problem at all as far as that is concerned.

Mr. Elgie: Mr. Chairman, there has been some rather loose talk about a minister resigning because of a supposed breach between him and his staff. I want to—

Interjection.

Mr. Elgie: You just hang on a minute, You've been talking long enough.

I want to affirm on my behalf, and I know I speak for most of the House, that the minister who was so highly praised the other day by the Leader of the Opposition still has the praise of most people for the job he has done. I always want it clearly understood that the mandate of this committee is to assess the financing of OHIP with a view to suggesting superior alternatives to subscriber premiums, and to assess methods of containing health-care costs.

The fact that members of the ministry staff may have points of view different from the minister's and different from the government's stated position doesn't in my view, warrant a premature vote on the one issue before us. If this issue comes to a vote now I would not want a negative vote on my part at this time to be construed as a vote in favour of the increase in subscriber premiums. I do, however, feel we should proceed with our mandate and then vote on this point and on each and every point recommended by anyone regarding the containment suggestions

on health care costs and I strongly recommend that to this committee.

Hon. Mr. Timbrell: Mr. Chairman, if I may, first of all I want to thank the member for York East for his remarks. First I would like to eliminate once and for all any thought or any suggestions that the ministry in any way was attempting to doctor, play around with, or otherwise tamper with the documentation put before you. It is as it presents itself. It is the final draft, the latest draft to go through the decision-making process of the Ministry of Health. I would point out that we haven't even yet received—and this could have a further impact on the ultimate decision of the Ministry of Health on these 20 recommendations—the comments of the hospital association and the medical association, which have been asked by the ministry to submit the official views of both of those province-wide organizations. So that this is, as I say, the latest draft.

I want to table with the committee, a shopping list, or however you want to refer to it, of things which were looked at in 1977, things which were looked at as almost on a worst-case basis, as I referred to it earlier, to see what we could do in order to cut health care costs.

[6:00]

There is a lot of talk on certain editorial pages and abroad that, rather than talking about increases in health care, we should be talking about cuts. I think this is probably quite unrealistic because in order to cut in absolute terms you would have to resort to a variety of draconian measures that would severely curtail the availability and the quality of health care in this province.

This document includes a variety of such possibilities that we drew up and that we looked at. If you wanted to pursue the arguments being advanced earlier, you could say this is a difference of opinion with the minister or with the government. In point of fact, these are things by and large that the government rejected as being too severe, as curtailing the quality of the system, as limiting the availability of health care in the province, and which were not pursued.

I would point out to you that one of the items, if you will look at the first page, on the transfer of costs to users, efficiency savings, specific service reductions and so forth, which was included there and recognized by the ministry as an item which would save money in the administration of the health plan was to go to a payroll tax instead of a premium system. That resulted in a great deal of discussion about the merits of a pay-

roll tax, and about the merits of other alternatives versus a premium system. I indicated earlier that the Treasurer would be tabling with you a series of analyses of the alternatives, based on which the government decided not to pursue it further.

Unquestionably some of my staff still feel one of the alternatives in the long run would be better. That should not be interpreted as being a division within the ministry. That should not be interpreted as a division between the ministry and the Treasury or the government. I have always encouraged my staff to state their opinions clearly. If in the final analysis the ultimate decision of the ministry and of the government is contrary to what my staff says or for that matter what all the staff say, then the government will accept the final responsibility as is our system of government. One of you made the comment that it's headed "Management Committee and Ministry Staff Comments." In the process of developing any paper, all staff are polled, so that individual members of the management committee as well as other staff who don't sit on that committee would feed into this branch their thoughts on the 20 recommendations.

The branch then evaluated all of them and arrived at certain conclusions on their part which would have to be eventually decided on by the management committee, the minister and the government. In the case of the first item, the branch, I think quite rightly, recognized that the government had indicated in late 1977, as a result, for want of a better term, of our shopping list, that we did not want to go away from the premium system for reasons which will be very clearly outlined to you by the Treasurer.

They include a number of staff who would have to be dismissed, the impact on the economy of Ontario, the impact on individual subscribers in the province, and the fact that we do not have a structure. Because of the way the system is developed, we do not have a structure to administer such a system. All of that will be reviewed with you. I want to make it absolutely clear, because if I had been able to finish my presentation this afternoon and have tabled this at that time, it would have been clear to you that we did look in 1977 at a payroll tax.

Mr. Lewis: Nonsense. That's an outrageous rationalization.

Hon. Mr. Timbrell: The hon. member left for an hour and a half and comes in and presumes to interrupt the proceedings.

Mr. Lewis: I don't need the rationalizations which won't stand up.

Hon. Mr. Timbrell: Had we been able to finish the presentation in its entirety—

Mr. Lewis: It would have been worse than what you have produced.

Hon. Mr. Timbrell: —it would have been clear that we did look at the alternatives. There was no attempt to doctor anything on the part of my staff nor on my own part.

Mr. Breaugh: It was deliberately changed.

Hon. Mr. Timbrell: Mr. Chairman, I take great exception to that because it's simply not true.

Mr. Lewis: On a point of order, Mr. Chairman, it is true, because when things are changed they are done deliberately, and when we do not have access to them except by demanding it, that is called concealment. Whoever was responsible deliberately concealed from members of this Legislature what the strategic and planning procedures branch had originally recommended.

I don't care how you try to rationalize that, I am simply stating a truth, not making an accusation. In fact, Mr. Chairman, that is what has thrown this whole thing into such an absurd dilemma. The minister himself should go to cabinet and say, "Either you'll take my resignation or you'll revoke those OHIP premium increases."

Hon. Mr. Timbrell: Mr. Chairman, I would just repeat again that it would have been clear, and I hope it is clear now in tabling this document, that in 1977 we did as a government look at this. This was part of the list of things that could have been done to save costs.

Mr. Lewis: You didn't even know about it.

Hon. Mr. Timbrell: I'm sorry, I'm talking about the document that was tabled while you were out, which you said you knew about.

Mr. Lewis: I do know about that one.

Hon. Mr. Timbrell: It was rejected for a variety of reasons, which will be discussed with the committee by the Treasurer, the analyses of which will be tabled. Based on that, notwithstanding that some members of the staff would still have a particular point of view, it was obvious the latest draft would have to be revised to reflect the continuance of government policy in this respect. So it is not and should not in any way be considered to be tampering, editing, whatever.

Our point in coming here today and tabling documentation is to be as open as possible about what has been considered and why it has been rejected. I would hope, Mr. Chairman, we could get into the various

things that are in here. They should not be taken as government policy, any more than the feelings of some staff on a particular issue should be taken as a refutation of government policy, but rather as an indication of how severe—

Mr. Breaugh: Mr. Chairman, on a point of order, would you rule on whether the present speaker is speaking to the motion currently before this committee?

Hon. Mr. Timbrell: I'm coming to that, Mr. Chairman. I wanted to indicate—

Mr. Breaugh: Because we would rather like to have a vote.

Interjection.

Mr. Breaugh: No, this gentleman over here is the chairman of the committee.

Mr. Chairman: I have to take the minister's word, Mr. Breaugh. He said he was coming to the motion. May I remind the committee that it's six minutes after 6 o'clock. Is it the committee's desire to hear the minister out before adjournment?

Mr. Breaugh: Sure, that's fine.

Hon. Mr. Timbrell: Mr. Chairman, in the House on March 13, the Leader of the Opposition made it very clear, referring to the social development committee when he said, "where we hope that alternatives can be put forward by all parties, since it's easy enough to criticize but not as easy to present alternatives."

What I'm trying to suggest to you is that, number one, we have looked at many alternatives in recent months in the ministry, and in recent years, going well back beyond my time in the ministry. A variety of those alternatives are in this paper. One of them which is in that paper is a payroll tax. The government rejected that for a variety of reasons that the government considered to be good and true, in the interests of the people of the province.

I would hope the committee would review these alternatives and any others you may wish to suggest and be prepared, before you make a report to the House, interim or otherwise, to have reviewed those alternatives so you know what you might be inflicting on the people of Ontario by an outright rejection of an increase in OHIP premiums; so you are prepared to say to the people that you either support an increase in personal income tax or corporate tax or a combination; or that you want to go to a payroll tax system, with all that's involved in doing that, in terms of additional administrative expense, in terms of dismissal of people whose present livelihood

is hinged entirely on maintaining a premium system, and the impact that that would have on the economy of this province.

I want to suggest to you that you owe that to the people, because we have put before you some things we have looked at and we are prepared to defend what we are doing in managing the system in Ontario today. I think you owe it to the people to put forward your alternatives. Would you do some of these things? Would you, in fact, cut services? Would you, in fact, restrain growth of other services?

What are your alternatives? Put them all before the committee so that when you go to the House you, as a committee or as representatives of three parties in a committee, are prepared to say, "This is how we would finance it instead of a premium system and this is how we would manage the system instead of what the government is doing." Or perhaps you would do some of the things that the government looked at and rejected as being insufficient, as being too severe in their impact on the people of this province, whatever age group, whatever part of the province.

I suggest to you that's your mandate and I would hope you would not at this point present an interim report, but rather get into these alternatives. We are certainly prepared to consider them. My colleague the Treasurer is prepared to discuss with you the alternatives to a premium financing system.

Mr. Chairman: Is the committee ready for the question? Mr. Breaugh has moved, seconded by Mr. McClellan, that on the

basis of the material tabled today, this committee report by way of an interim report forthwith to the Legislature, demanding an immediate revocation of the 37.5 per cent OHIP premium increase.

Perhaps before I take the vote I should read out the members of the committee who are eligible to vote: Mr. Smith, who is substituting for Mr. Blundy, Mr. Breaugh, Mr. Cook, Mr. Elgie, Ms. Gigantes, Mr. Jones, Mr. Kennedy, Mr. Conway, who is substituting for Mr. Kerrio, Mr. Leluk, Mr. McClellan, Mr. Rollins, Mr. Rowe, Mr. Sweeney, Mr. Van Horne and Mr. Villeneuve.

Mr. S. Smith: I'm substituting for Sweeney, not for Blundy.

Mr. Chairman: Oh, I'm sorry. Okay. Yesterday or the first day it was Mr. Blundy; today it's Mr. Sweeney.

Mr. S. Smith: Yes, Mr. Blundy is here.

Mr. Lewis: You know them both, Mr. Chairman.

Mr. Chairman: Yes, I know them both.

Would all of the members of the committee whose names I have read out please signify?

Those in favour of the motion?

Those opposed?

The motion carries, seven to five.

Mr. S. Smith: It's really quite meaningless, but—

Interjections.

Mr. Chairman: Since it is past 6 o'clock the committee will adjourn to reconvene tomorrow after question period.

The committee adjourned at 6:12 p.m.

SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)
 Breaugh, M. (Oshawa NDP)
 Cassidy, M. (Ottawa Centre NDP)
 Conway, S. (Renfrew North L)
 Cooke, D. (Windsor-Riverside NDP)
 Duktzta, J. (Parkdale NDP)
 Elgie, R. (York East PC)
 Gaunt, M.; Chairman (Huron-Bruce L)
 Kennedy, R. D. (Mississauga South PC)
 Lewis, S. (Scarborough West NDP)
 Makarchuk, M. (Brantford NDP)
 McClellan, R. (Bellwoods NDP)
 Smith, S.; Leader of the Opposition (Hamilton West L)
 Timbrell, Hon. D. R.; Minister of Health (Don Mills PC)
 Van Horne, R. (London North L)
From the Ministry of Health:
 Backley, W. A., Deputy Minister



Document
Produced

22 Sept. 1978

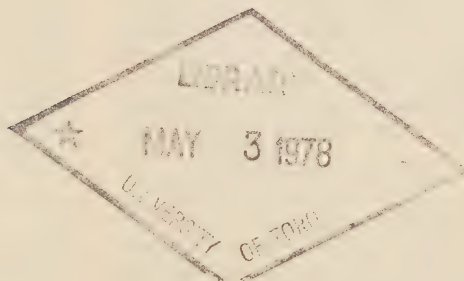
No. S-8

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Ministry of Health Annual Report, 1976-77



Second Session, 31st Parliament

Wednesday, April 12, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

WEDNESDAY, APRIL 12, 1978

The committee met at 1:05 p.m.

MINISTRY OF HEALTH ANNUAL REPORT, 1976-77 (continued)

Mr. Chairman: I see a quorum.

Mr. Breagh: Mr. Chairman, could I table with the minister a list of questions which we would like some answers to, the sum of which I'm sure you have in the works or will be presenting in the next couple of days? I'll leave a copy for the Liberal critic as well and that will expedite the business of the committee.

In the light of the Speaker's ruling yesterday, I would like to put forward a motion at this time.

Mr. Chairman: Mr. Breagh moves that this committee, at the next sitting of the House, present a second interim report and recommend the adoption of the following motion:

Whereas at Monday's meeting the Minister of Health tabled a report which had been altered, and subsequently upon threat of subpoena produced a second version of the report giving a diametrically opposed position, and whereas he subsequently admitted to the House that the dates and contents of this report were inaccurate, be it resolved that the minister and/or his staff are responsible for presenting inaccurate material to the committee and we seek the immediate dismissal of Mr. Timbrell as Minister of Health.

Hon. Mr. Timbrell: That's a nice non-political motion.

Mr. Breagh: Mr. Chairman, there obviously is a matter which the committee must deal with. It was raised on Monday and concerned the reporting question. Subsequently, when we pursued it further on the threat of using a subpoena, in my view anyway, we were presented with the second version of the same report.

The minister on a point of privilege did raise in the House yesterday a matter which explicitly says that, yes, in the report that was tabled there was confusion in dates. He did at that point in time allocate some measure of blame and attempt to clarify the dates that were in question.

Nonetheless, the fact does remain that the committee was presented with material which at that time was not accurate and, subsequently—though we have not received copies of all of those things that were indicated in the House yesterday, I understand they are on their way—subsequently, we have had an attempt to clarify. The fact still remains that the members of this committee were presented with material which was not accurate. I am not impugning anyone's motives, I am simply stating the obvious fact, which the minister in his statement of privilege yesterday elaborated on to some degree and acknowledged, that there was an inaccuracy in it.

The second point which I think will be of some consideration is that there was a motion put before the House yesterday afternoon by the leader of the Liberal Party. This motion was ruled out of order essentially on the Speaker's ruling, and I will quote very briefly from the ruling which the Speaker gave and which we supported:

"The substance of the notice deals with proceedings in a committee of the House which has not yet reported back to the House. I speak now of the question of the minister's conduct, not the OHIP premiums. The matter could be further debated in that committee since the committee is the more appropriate place to discuss this matter, and so that the committee may reach its conclusions, I am ruling that the motion is out of order." That was the basis for it.

I move this motion with some reluctance. As I stated on Monday in our opening remarks, our primary goal was to seek the revocation of the OHIP increase. We have attempted on two occasions to put that before the House so that the House could, in a formal way, vote on that particular matter. Though it seems the position of opposition parties is quite clear on this matter, there seems to be some difficulty in getting to that point where they can express in the form of a vote exactly what they mean.

I thought we had reached that point on Monday afternoon with our first report. There was some difficulty in the wording of the motion that we put forward. Quite properly, I suppose in this instance, the Chair chose not to table the report and move its adoption.

I have attempted in this one to see that the second interim report of the committee covers that particular ground and that the Chair has the authority of the committee both to present the report in the House and move its adoption.

[1:15]

I think it is important that we focus on what our particular issues are. We have tried to make that clear. The second matter which enters into the picture and which I think is rather clear now is, without impugning the motives of the minister or without saying that he personally did anything, there is without question ample evidence and precedents in all Parliaments in the world that a minister of the Crown is responsible for his or her actions—that's true—and the actions of the ministry. I believe, without question, by the minister's own admission in his statement yesterday in the House, that he has admitted inaccurate reports were presented to this committee.

Whatever the circumstances might have been or whatever civil servant might not have done what he was supposed to do in the process of carrying out his job, without question the committee was presented with an inaccurate report. Members of this committee, and in particular the leader of the Liberal Party, yesterday thought it was of such importance that we should have an emergency debate in the House on the matter. Through a rather small or rather difficult ruling on the part of the Chair, that was ruled out of order there and referred back to the committee.

It is my purpose and my intent to deal with that as directly as we can in here. In my view, and I put it unequivocally, I believe the minister in this instance has not acted in the best parliamentary tradition. I did not hear an apology either here in this committee nor did I hear one yesterday in the House and I have read carefully the transcript of his statement. I think that is not parliamentarily correct. In some rather serious way we have been presented with inaccurate information. I find that unacceptable and I move this motion with some hesitation because it moves slightly from our original course of action of what we wanted to do.

That course of action, unfortunately, appears not to be possible. It's rather beyond me as to why it isn't possible to have two political parties, which publicly state their purpose in life for the moment is to roll back the OHIP premium increase and that that is so important we would deal with no-confidence motions in this House on that very

same matter, come to that same conclusion in the form of a vote on a particular motion. What particularly confuses me is how you can support a motion one day and then not allow the motion to be voted upon the next.

It is with some reluctance that I move this motion but, nonetheless, I feel the matter is serious. Inaccurate information was presented to this committee, and I am careful in the choice of words there. I am not impugning anyone's motives. I am simply stating what the minister himself yesterday admitted to.

That is the resolution and I believe that this committee without question, as you yourself ruled at the last meeting, Mr. Chairman, has every right in the world to present a second interim report. I am attempting to clarify your problem for you in terms of recommending the adoption of that report and incorporating it in the motion. I think it speaks very simply and rather unfortunately to the fact that we were given inaccurate information, that the responsibility for that falls upon the Minister of Health and that this committee should be seeking from the House the dismissal of Mr. Timbrell as the Minister of Health.

Mr. S. Smith: Basically, I would like to reserve my comments on the motion but I would make two observations. One is that it's very interesting that yesterday the New Democratic Party did not think the matter of sufficient importance to vote with us in our attempt to have an emergency debate. Yet today they suddenly have changed their minds and decided it is worth having the minister's head over. It's quite a change overnight.

The second point I would just like to make is that I hope that before we get too embroiled in all this we don't lose sight of our main reason for being here. I wonder if it would be possible, while the minister is still with us, to table the other documents that he was kind enough to bring along so that we can at least have the opportunity to study them rather than spend all our time embroiled in this political debate.

Mr. Chairman: Just on that point, I don't see how that is possible at this point. The Chair has to deal with the motion which is now before me. The minister did not complete his statement on Monday. The tabling of the documents is incorporated into the minister's statement. What I had hoped to do today was to have the minister complete that statement so that these documents could be tabled. But I do have the motion in front of me and I feel I have to deal with the motion and get it out of the way first.

Mr. Cassidy: I appreciate the chance to comment on this. I was very disturbed, I must say, at the statement that was made in the House yesterday by the minister on a matter of privilege, which is one of the factors which has provoked us or lead us to move this motion today.

As my colleague from Oshawa has pointed out, we upheld the Speaker's ruling on the merits of the ruling. In fact, a five-minute debate, which would have ensued if we had challenged the Speaker on something where we thought he was right, doesn't seem to be the most effective way to have handled this particular question. We have instead taken the most prompt means possible to deal with the revelations of Monday and all that that entails in terms of the conduct of government policy, both by this minister and by the government as a whole.

I want to say we are moving the motion that the minister should be dismissed with regret. We are not particularly happy at taking that particular course of action. But it seems to us that this conduct, which is unprecedented in my experience in the Legislature and in the experience of people who've been here for many years before that, calls for this kind of action on the part of the House.

I want to recall to you, Mr. Chairman, that it was about four years ago that we did have a resignation by a minister over the question of ministerial responsibility. That was in the case of Mr. McKeough, who was then the Treasurer and who happened through his family to be submitting an application to Queen's Park for approval of a subdivision agreement down in the Chatham area where the family interests are located. I'm sure, I suspect, that Mr. McKeough was not even aware of the fact that this particular application was going through the channels of government. As it happened, it was approved—it was rubber-stamped in fact, because it was only a routine approval—by a junior official who happened to be in Mr. McKeough's department.

When that kind of minor error is uncovered there is a very clear means of handling it, which is that the approval is rescinded and then another minister, a colleague of the minister who happens to be involved, in that case in a conflict of interest, would then take on the responsibility and would then ensure that the approval was given or withheld as the case might be.

That would have been a perfectly normal way in which to have handled that particular case. But Mr. McKeough, upholding the principle of responsible government and of

the responsibility of the minister, chose instead to expunge his record and to clean his record by resigning. He was off on the fringes of the government as a rather prominent back-bencher for a period of close to a year, I think, before he came back in.

The contrast in this particular case could not be stronger. In this case, we have an action which is not taken by a minor official, but an action which is taken at the very highest level of the ministry under the direct responsibility of the minister. Secondly, we have an action which touches not just on some obscure land approval in a corner of the province, but focuses on the most central feature of the 1978 budget, and, therefore, of the entire economic and fiscal strategy of the government of the province. Thirdly, we have a question which touches directly on the responsibilities and the ability of the members of this House to carry out the tasks that are before us.

Mr. Chairman, you may recall—and this is why we bring this up right now—that when this matter came up on Monday, the Minister of Health was at the beginning of tabling a lengthy series of documents. If you can judge by what's over there, I believe the figure of 30 documents was given in the letter from Mr. Backley yesterday. There is a substantial number.

Hon. Mr. Timbrell: Excuse me, Mr. Chairman, on a point of order. In the appendices to the letter to Mr. Gaunt, I think there were 30. We hadn't got 30 here on Monday.

Mr. Cassidy: At any rate, it is obvious a substantial number are here. We do not believe we can explore alternatives to the OHIP premium increase on the basis of documentation coming from the ministry, if the documentation coming from the ministry is in its entirety suspect. That is the situation we have right now, in view of the situation that was revealed to us on Monday and then was elaborated on to us when the minister spoke on Tuesday. I would say this in response to the Leader of the Opposition, that's why this motion, we believe, should be dealt with at this time, rather than simply letting the matter ride.

If it's the wish of the minister and if this debate should happen to take much of this afternoon, we're concerned about not seeing the effort of the committee founder because of these procedural questions and we would welcome a tabling of all those documents so that the various researchers and MPPs could look at them over the course of the next four or five days and the minister could explain them, if the minister is still there, on Monday.

But I do want to insist on the importance of this and I also want to insist on the fact that the minister clearly, according to the precedents, had a means of at least going halfway to excusing himself or to permitting the committee to continue its work without the need for this kind of action.

You may recall that the New Democratic Party would simply have liked a bill which implemented or failed to implement the OHIP increases. We sought in every means possible—by asking, by tabling a private member's bill—to get that bill before the Legislature. But the government refused. We have been moved to such stronger measures as the no-confidence motion, or the motion that was put forward on Monday by my colleague from Oshawa and adopted by this committee, relating to the rollback of OHIP premium increases because the normal parliamentary devices were not available. The normal parliamentary devices were available to this minister in the case where there had been a clear indication of concealment of information which was relevant and vital for the committee.

I'll go through the precedents in a minute, but basically if the minister is found out, as this minister was on Monday, and civil servants for whom he is responsible and for whom he carries the can have made a grave and gross error, then the proper parliamentary precedent under the doctrine of ministerial responsibility is that he should apologize on behalf of the ministry and that he should indicate that he has taken the necessary disciplinary action within the ministry, both to correct what has happened and to ensure that it doesn't happen again. Neither of these things happened in this statement that was read into the record on a matter of privilege by the minister on Tuesday. In fact, it was exactly the contrary.

The minister said in his statement that "the charge that the document had been altered or tampered with to conceal opposition within the Ministry of Health" was untrue. But then he proceeded to read into the record the letter from Mr. Backley which indicated that our charge was in fact true.

Hon. Mr. Timbrell: On a point of order, I must object.

Mr. McClellan: What's out of order?

Hon. Mr. Timbrell: The point of order is that in my statement in the House I said—and I'll repeat that paragraph and the next one—"To me, the accusation that documents had been purposely tampered with to mislead the committee is much more important than any discussion of whether officials within

the ministry were in disagreement with government policy. I will not let this charge go unchallenged," and I went on to deal with what had in fact happened.

Mr. McClellan: Exactly what the leader of our party said.

Mr. Cassidy: What happened up to March 19 is a relatively routine recounting of ministerial administration. But the entry for March 19, 1978, says specifically: "At this point a second stream of activity was initiated. Mr. Donoghue, consultant in the fiscal resources branch, was assigned to report directly to Mr. Backley to co-ordinate the collection of reports for the presentation to the standing committee on social development. In addition, he was responsible for the collation of the backup material on the reports for yourself"—that's the minister—"and myself"—that's Mr. Backley.

There was then the review of 30 documents, including the Taylor report, and "to summarize their major recommendations." Beyond that, frankly, the two streams—if there were two streams—become inextricably confused. But if you go to the entry for March 30, there was then the statement where "Mr. Backley and Mr. Donoghue agreed that further revision would be required for your briefing material for the standing committee." What that means, I don't know.

Frankly, since the reference on the previous page was that there was a collection of reports for the presentation to the standing committee on social development, the most generous interpretation of that statement by the deputy minister is that he could have been referring to the briefing material that was to be given to the committee, or he could have been referring to the briefing material which was being prepared for the minister and his staff.

Hon. Mr. Timbrell: Again, on a point of order, and perhaps to assist, I think it's clear that what the deputy was talking about there, since this precedes by more than a week the list of questions sent to us by Mr. Armstrong of the Liberal research office, is the volumes of material for the deputy and myself. Mr. Donoghue was actively working on pulling together copies of all the reports, the titles of which are appended to the letter to Mr. Gaunt.

Mr. McClellan: What date are you talking about?

Hon. Mr. Timbrell: The letter for Mr. Gaunt?

Mr. McClellan: No, the date you're referring to right now.

Hon. Mr. Timbrell: March 30.

Mr. McClellan: Why is there a reference to preparing material for the standing committee? That's what it says.

Hon. Mr. Timbrell: I think the record's very clear.

Mr. McClellan: Yes, it is.

[1:30]

Mr. Cassidy: The record is very clear, that's right. Then Mr. Backley asked Mr. Donoghue to request changes to reflect government policy, which had the effect of concealing completely the opinions of the ministry staff at the most senior level in the strategic planning and research branch. As the minister says, there was a specific request on April 7 and then a series of bureaucratic fumbling—I guess that's the most generous interpretation—and what finally emerged was that the doctored document was presented to this committee. The effort that the committee was making to find out what the minister was recommending was thwarted or would have been thwarted had it not been for the errors in using different typewriters and therefore the discovery of the substitution.

Hon. Mr. Timbrell: Again, Mr. Chairman, on a point of order, I think it has been clear from the beginning; when you talk about what the ministry is recommending, that particular report has not been dealt with in the sense of a final set of recommendations from the minister to cabinet. What we have talked about are drafts of a response, many more of which are to come.

Mr. Cassidy: What we were looking for was the documentation from the ministry that would enable us to judge on alternatives to this health premium increase and it seems to me the material which was tabled only under subpoena by the minister was directly relevant to that particular situation but that there was a conscious specific and deliberate decision to hold it back. Under parliamentary precedents, the minister could and should have got up and apologized for that gross dereliction which took place within his ministry, and he should not have done it in such a way that he put the blame over on to the ministry staff because the minister is responsible no matter who did it.

In addition—and unlike the precedent of Mr. McKeough—this was not the action of some obscure civil servant who might see the minister once in a month of Sundays if ever at all. This was action by two or

three of the most senior ministry officials and officials who were working directly on an issue that was of central importance to the Ministry of Health and also to the Minister of Health. What do we get? We don't even get an apology from the deputy minister. We get an apology from the deputy minister for the embarrassment that may have been caused but not for making a mistake.

We get a reference by the deputy minister to specific instructions that the documents being submitted to the standing committee should not be modified in any way. We would like later to actually have a record, if any such written instructions were submitted by the minister, or we would like to have some indication of what the minister actually said. But given those specific instructions, it seems to us that they apply as much between April 7 and April 10 as they do between March 30 and April 10 or as between March 19, when the original tampering took place, and April 10; and the minister has got to be held responsible for that action.

I want to go through some of the precedents here, Mr. Chairman, I will go through them briefly. I will begin with Mr. Justice McRuer, since that's the Ontario precedent. It says specifically: "Each minister is held to be responsible and accountable for anything done within the segment of the public business under his control and direction, be it the ordinary business operations of government or the exercise of statutory powers conferred on him or on subordinates under his control or direction." And then it says that senior officials through contact with the deputy minister and the minister acquire, within their branches of the department, a similar familiarity with the minister's views and the conduct of the whole range of the department.

Hon. Mr. Timbrell: Sorry, are you quoting?

Mr. Cassidy: I will quote, and at greater length. "The deputy minister is familiar with all segments of the departmental activities and is in daily contact with his minister. He becomes familiar with his minister's view and the conduct of the whole range of departmental business. Senior officials through contact with the deputy minister and the minister acquire a similar familiarity within their branches of the department. The minister's policy on familiar and routine matters should be well known. The experience of senior public servants makes them professionally sensitive in distinguishing between problems

on which the minister's policy has already been made clear and those that raise novel considerations or that are entirely new and upon which they must seek instruction from a higher level in the department, ultimately from the minister." If the minister wishes to interject, does he feel he is responsible for the actions of his department in relation to the inaccurate information submitted to the committee on Monday?

Hon. Mr. Timbrell: Mr. Chairman, I don't think there's any question that ministers are responsible for their departments. In the day-to-day operations, things occur and if they are found to be wrong and traced right back to a ministerial action, a ministerial order, that's one thing. If staff in the ministry make a mistake, that's quite another, I suggest to you. The analogy you're trying to draw is really quite wrong.

I have to come back and point out to you that the crux of this matter is the notation for April 7—and I'll read that again—in the memo from the deputy to me: "The response to the Taylor report was intended solely for backup information for yourself, myself and any senior staff attending the committee until 2 p.m. Thursday, April 7. At that time the questions were received from the Liberal research office, including a request for analysis of the Taylor report." Then it goes on from there. That is the crux of the matter. There was no intent on anyone's part to mislead the committee, the House or anyone else. You used the expression, "the minister found out."

If it was the intent of my staff or me to mislead the committee, that would be one thing. It would be a very serious matter but there was no such intent. It was an error on the part of my staff, for which they have apologized to me. I am just as embarrassed and disappointed over the error as anyone. But it is not in any way to be construed as some form of malicious intent to mislead or to hide anything from anyone.

Mr. Breaugh: On that small point of order, I want you to take note that we did not impugn motives whatsoever, nor did we use the word "mislead," although I might have a personal opinion otherwise. The motion speaks directly to presenting to this committee inaccurate documents.

Mr. Cassidy: Just to follow up on that point, the fact is that the document that was tabled before us was dated March 31. The revisions were put into it later. It says in the entry of April 10, 1978; "It was still intended that an amended version of the response reflecting government policy should be produced by SPAR," but through a further over-

sight on Mr. Donoghue's part this was not done. You intended to do what you did but the only difference was that you used different typescript.

Hon. Mr. Timbrell: No, let's go back on the record.

Mr. Cassidy: The intention, therefore, meant that there was an intention to give inaccurate and misleading information.

Hon. Mr. Timbrell: Let's go back on the record.

Mr. S. Smith: Is this an interrogation or are we speaking to the motion, Mr. Chairman?

Mr. Chairman: Mr. Cassidy, you're speaking to the motion.

Mr. Cassidy: In that case, I'll continue.

Hon. Mr. Timbrell: Mr. Chairman, let me take it on a point of privilege because the member is making a serious allegation which is frankly untrue. Let's look at what the error was. The error was that the steps as ordered by the deputy minister were not followed through. Therefore, the fourth draft was not noted as such with the appropriate date. That is the error.

Mr. Breaugh: If I could speak to the point of order, which is important, my argument is very simple and it was taken with great care. We said our question here was one of inaccuracy. The report that was handed to me by the clerk of the committee is dated March 31 which led me to believe, I think in all sincerity, that the parts or portions of that report all were submitted on that date. That is inaccurate. That is the question before this committee.

Hon. Mr. Timbrell: That's right. That's the error.

Mr. Cassidy: I want to suggest that this is not just a minor matter. This is a matter which is as serious a matter as this House has had to deal with in terms of misinformation of the House.

If I can quote now from Peter Hogg's "Constitutional Law of Canada" where he's talking about the doctrine of ministerial responsibility, something which, I'm afraid, has been honoured too much in the breach rather than in the observance in Canada in recent months if you think of federal Solicitors General, for example. He says, first: "As a doctrine of responsibility, the minister is supposed to explain to Parliament when asked the actions of his department. Secondly, the minister is supposed to resign if a serious case of maladministration occurs within his department."

He goes on to say, and I'm putting the quote in its entirety: "This second aspect of ministerial responsibility is often asserted to exist but is of much more doubtful strength. In a case of misconduct or serious maladministration by a minister personally, the principle would certainly apply and would require the resignation of the minister." Speaking of Canada, he says: "In the case of maladministration by a civil servant of the minister's department, a resignation is quite unlikely to follow in Canada."

That is a matter, however, that this committee, the minister and the government ultimately have to decide. I want to suggest that this is maladministration of the most serious kind and that it reaches right up into the minister's own responsibility, because this was done by two or three civil servants who were, in fact, in day-to-day contact with the minister and who, if you recall that previous quote, should have known what the minister's instructions were and should have been abiding by them.

Herbert Morrison, the great British Labour minister, in "Government and Parliament" comments on the doctrine of responsibility. He comments that the minister must publicly accept responsibility as if the act were his own, and frankly the minister was trying to get out from under that in his comments a few minutes ago. Morrison says: "It is legitimate for the minister to explain that something went wrong in the department, that he accepts responsibility and apologizes for it and that he has taken steps to see that such a thing will not happen again."

The minister has not admitted that something went wrong, he has grudgingly accepted responsibility under conditional circumstances, he has refused to apologize for it and he's not indicated that any steps have been taken that such a thing will not happen again.

Hon. Mr. Timbrell: On a point of order, Mr. Chairman, that is not correct.

Ms. Gigantes: That is not a point of order, Mr. Chairman.

An hon. member: Can we have some order, Mr. Chairman, and have one speaker at a time?

Hon. Mr. Timbrell: You can record it in Hansard but it is not correct.

Ms. Gigantes: It is not a point of order.

Mr. Chairman: The minister is raising a point of privilege, a point of view.

Ms. Gigantes: He's interrupting a speaker, that's what he's doing.

Mr. Hennessy: You would never do that; you're lily white.

Hon. Mr. Timbrell: With respect, my privileges are being abridged right now because allegations are being made which are blatantly untrue. My statement in the House yesterday made it very clear what had happened. There was an error by the staff, a most regrettable error, and what is being said today is blatantly incorrect, let me put it that way.

Ms. Gigantes: Let Mr. Cassidy reply.

Mr. Cassidy: I don't want to go back over the ground but the minister said that what we had said about what happened was untrue. He refused to apologize. He hadn't taken any steps to see that something was done about it, and he hasn't really accepted any responsibility. If he had done some of those things and done them promptly then the provocation to the motion which the member for Oshawa has just put forward might not have been there.

The minister has to recall that on Monday both the Liberal leader and the member for Renfrew North (Mr. Conway) were calling for the minister's resignation. On Tuesday, members of both parties were expressing grave concern about the behaviour of the minister. We made it very clear that in our terms, the priority first was to get a rollback of the OHIP premiums but we were also very concerned about this matter of the minister's behaviour and the behaviour of his department.

Whatever the ruling of the Speaker, the minister must surely have taken cognizance of the very serious tenor of the motion that was moved by the Liberal leader in the House in calling for a debate on a matter of urgent public importance.

Hon. Mr. Timbrell: I have my notes with me for that debate, which never occurred.

Mr. Cassidy: You may be able to reply in this debate today, but I think this matter has got to come to a crunch, has got to come to a vote, and we simply cannot leave it lie with the minister blithely sailing through and saying that the government that refused to bring OHIP premiums before the House in the first place is not responsible in any other way as well.

I'm quoting this time from K. C. Wheare, another British authority, in "Maladministration and its Remedies." He says: "The resignation of the minister is not required invariably when maladministration has occurred in the department"—

Mr. S. Smith: On a matter of privilege—sorry, I was attending to something else—did I hear the member say that I had called for

the minister's resignation? I must say I don't recall having done so.

Mr. Breaugh: The member for Renfrew South.

Mr. McClellan: He said the member for Renfrew North.

Mr. S. Smith: You did mention the leader of the party.

Ms. Gigantes: He said a member of the Liberal Party.

Mr. S. Smith: The member for Renfrew North is not yet the leader of the party.

Mr. Cassidy: Unless the record says otherwise, I withdraw that. The member for Renfrew South said—

Mr. S. Smith: North. The member for Renfrew South (Mr. Yakabuski) seldom says anything.

Mr. Cassidy: Yes, like the member for Frontenac-Addington (Mr. McEwen). I'll read the quote here.

"Mr. Breaugh: I think it's obvious now that the committee would be derelict in its duty if it did not demand that the government retract the premium increase flat out.

"Mr. Conway: Or the minister's resignation."

Mr. Conway: Yes, Mr. Chairman, on a point of privilege, I would like to—

Mr. Chairman: Do you feel your privilege has been abridged?

Mr. Conway: Yes, I do, Mr. Chairman.

Mr. McClellan: By reading out what you said?

[1:45]

Mr. Conway: On April 10, in this committee, and I quote from page 73, I said: "I want the Minister of Health to very carefully counteract this argumentation." If I can interrupt the quote, the argumentation I was referring to was that which was outlined in the second version of the ministry response to recommendation one, the one in which there was strong ministry disapproval of the OHIP premium increase.

Hon. Mr. Timbrell: Draft three?

Mr. Conway: The draft three. So that's the argumentation. "I want the Minister of Health to very carefully counteract this argumentation. I'd like to see the rationale that he used to dispute this because if it is not forthcoming—I presume if it is not forthcoming from him, as I suspect it cannot be—then I see no way in which this minister can continue in the portfolio that he now occupies."

Mr. Cassidy: I would like to pick up from there and resume the floor, if I can, Mr. Chairman. Mr. Conway has simply elaborated on his earlier comments, calling for the minister's resignation. I think Mr. Conway would agree—

Mr. S. Smith: Under certain circumstances.

Mr. Cassidy: —that the statement that was made on Tuesday was that rationale, and that it is flimsy and insubstantial and does not in fact justify withdrawing his demand.

Mr. S. Smith: That's your opinion.

Mr. Cassidy: Okay. In K. C. Wheare, another of the parliamentary authorities, he says specifically, "Everything or almost everything comes back in the end to the arrangements made in the department by which officials ensure that the minister's responsibilities are properly discharged on his behalf. Put simply, there should be a system which ensures that the minister is kept out of trouble so far as officials can do it." In this case, it is clear the minister was not kept out of trouble. It was maladministration at the highest level, and he is the fellow who is responsible.

In MacGregor-Dawson, "The Government of Canada," it states: "The minister at the head of every department is responsible for everything that is done within that department and he must have the final word in any important decision that is taken." In that case, if you didn't have the final word on the way in which that material was presented between April 7 and April 10, you should have, in view of the importance of that material coming before the committee, and in view of the way in which that mistake on Monday has undermined the whole presentation which you were in the course of putting before this particular committee.

Hon. Mr. Timbrell: Mr. Chairman, again on a point of privilege. On any given day in the Ministry of Health, there are 250,000 claims processed through OHIP and I dare say thousands of letters and inquiries dealt with at all levels of the ministry. I would suggest to you that what that principle espouses is that on policy matters the minister must have the final say, not on every single administrative matter that goes on in a ministry. That is obviously utterly impossible.

Mr. Breaugh: McKeough did it.

Mr. Cassidy: That's fine. The member for Oshawa points out that McKeough, in fact, did it, and it was one of thousands of decisions being made every week on subdivision agreements. In this case, we're not talking about a simple claim being filed for OHIP up in North Bay or Thunder Bay; we're talking about something which was being done

by an official in close contact with the Deputy Minister of Health—

Mr. S. Smith: What's wrong with that?

Mr. Cassidy:—working under the direct instructions of the Minister of Health coming before a committee. We are talking—and this is why we are particularly outraged at what has happened—about a matter which is central to the government's 1978 budgetary strategy with which we fundamentally disagree, with which we suspect the minister in private may also very strongly disagree and with which it is now clear that the ministry officials fundamentally and categorically disagreed; and not only did they disagree but they have also put forward arguments in the strongest possible way that the claims of the Treasurer (Mr. McKeough) that were put forward to defend the OHIP increases were fundamentally wrong, and were not justified, and would not stand up and would not hold water.

Hon. Mr. Timbrell: On a further point of privilege, the hon. member is trying to draw an analogy between an administrative procedure, the ultimate end of which is a signature by the minister, and an administrative procedure which is carried out by civil servants. They are quite different.

Mr. Cassidy: Then the minister is saying that the material being tabled before this committee on Monday did not in fact carry his signature or the moral equivalent of his signature to say that it was a correct representation of the views of the ministry. That's really absolving yourself of responsibility and that will not wash.

Hon. Mr. Timbrell: Again, Mr. Chairman, with respect, on a point of privilege. What was tabled Monday—and copies tabled yesterday—were drafts of a response to a report. As I indicated Monday and again on Tuesday, there are bound to be many, many more drafts, particularly since we haven't even heard from the hospital association and the medical association, which is quite different from a final decision on a recommendation to cabinet or an administrative procedure where a minister signs a nursing home licence or a zoning approval or whatever; they are totally and completely different. I think the other members of the committee appreciate that distinction.

Ms. Gigantes: We'll get you to sign all these.

Mr. Chairman: Perhaps before you continue, Mr. Cassidy, may I make the observation that I would appreciate it if the members could confine their comments on points

of privilege and points of order to let each speaker complete before we get into that kind of thing. I am quite prepared to put any member on the list and any member is quite free to have his or her opportunity to voice views in the committee but I think if we get into a two-way dialogue on the motion, then it is going to be very time consuming and the afternoon isn't going to be very productive.

Mr. Cassidy: I want to conclude, Mr. Chairman, by saying that in view of what the minister has said, we are now in a position where we are going to have to ask for every draft of every document being put before the committee because we can no longer place reliance in the final draft that is being put before us here. All of us know the process of drafting and in the process of drafting things change a little. Something comes in from the OMA, you change your position a bit. But you do not go from saying that black is black to saying that black is white unless you are living in some kind of 1984-type atmosphere which apparently characterizes the environment in which Conservative cabinet ministers move in this province. You do not have one draft that says this premium increase is regressive or inequitable, that this is not the way we believe that we should go, that premiums are not the proper way of financing health, and then turn around the next day and say completely the opposite. That doesn't happen in the process of drafting and redrafting.

Mr. Laughren: So that was the document.

Mr. Cassidy: That's right. Now we will need to ask for every draft of every document. If the minister had been forthcoming and said, "Well, this is the final draft," but had tabled the other three drafts at the same time, that might have been more helpful.

But those other drafts were tabled in the Legislature yesterday and in fact we have only just now had the chance to begin to have a look at them. They were tabled in the Legislature yesterday only because the minister was trying to save his bacon because he was under extreme political pressure.

I just want to conclude by saying we do not feel the work of this committee can continue until this matter and this particular resolution by the member for Oshawa are settled. The Liberal Party has already mentioned resignation by the minister in view of the inadequate nature of the response to his action on Monday and the inadequate

nature of his response over the course of the last couple of days.

We feel the minister and his department have acted quite outrageously and that the effect of their actions in providing an accurate information before the committee has been totally deceiving, because had they been allowed their way there would have been no knowledge by this committee of just how deep and fundamental was the opposition to the premium increase within the senior and expert staff of the Ministry of Health.

Those are the reasons, Mr. Chairman, for which we have moved this motion and for which we think the committee should seek the dismissal of the Minister of Health and an expunging of the behaviour of the minister and of the ministry. It is outrageous and it goes right to the heart of our responsibilities as members because of the way we have been deceived here in this committee and in the House.

Mr. Kennedy: I am really astonished that the leader of the third party and the third party members of this committee would bring forward such a motion before the House. This committee's terms of reference were established by a petition by the Liberals to refer the annual Health report to the social development committee for alternatives. In preparing the material and laying it before this committee, the ministry placed before the committee some reports that were non-government reports. And, Mr. Minister, would you confirm that that is correct, that they are non-government reports?

Hon. Mr. Timbrell: In the sense that they have not been approved.

Mr. Kennedy: They haven't had the stamp of approval or the authority?

Hon. Mr. Timbrell: Not by the minister, let alone cabinet.

Mr. Kennedy: They are non-government reports. They were placed here to be helpful to this committee. The leader of the third party then accused the minister of maladministration and misinformation because this in-staff report is placed before this committee. That is most unfair and it is totally inaccurate, because it is not true. I could say worse things but they wouldn't be parliamentary.

Mr. Breagh: That's not parliamentary either.

Mr. Kennedy: It was put forward to provide us with as much information as possible. We are asked to come up with alternatives and because this one item is in there you

immediately move a motion to revoke the premium increases as per the budget, totally ignoring the purpose of this committee. The leader of the third party has just done a witch-hunt. He is looking for cheap political gain, and that won't wash. I would like to put forward the motion that we ask the Leader of the Opposition to put forward his alternatives right now so that we can get on with the job and discuss this.

Mr. Chairman: Mr. Kennedy, I am sorry. We have to deal with one motion at a time; we'll have to deal with the motion on the table at the moment.

Mr. Kennedy: We'll deal with the one we put forward and we'll delegate this motion to its place.

Mr. Chairman: Mr. Kennedy, we will have to deal with the motion at present before the Chair at the moment. If you wish to move your motion after that one is dealt with, that's quite proper, but I have to deal with the motion now before me.

Ms. Gigantes: Mr. Chairman, the motion we have presented for consideration by the committee this afternoon is a motion that in my mind deals with the reality of this committee and the work that we are involved in. We are at a situation in the work of this committee where we are dependent on the reports and on the briefing material that the ministry is presenting to us in order to be able to work within our mandate.

We have had put before us material which was deliberately presented in one fashion, I suggest, and which could be understood by us in only one fashion and which we began to realize was quite another matter only when we took a look at the typescript involved. It was quite accidental that we discovered what we we're being presented with the other day. So the quality of the material that comes before us, is of intense importance to the members of the committee.

I'd like to comment just briefly on the one comment that the leader of the Liberal Party has made to this motion. He suggested that yesterday we had considered that this matter was not important enough to deal with the Liberal Party motion presented in the House and calling for a suspension of ordinary House business. But I'll suggest to you, Mr. Chairman, that this is quite a different kind of motion. The motion that was presented yesterday by the Liberal Party called for an examination of the circumstances surrounding the presentation of the report in question, and also it called for an examination of the fact that the Treasurer's statements to the House were contradicted by senior and

knowledgeable officials in the Ministry of Health.

This motion before us today, which we are presenting to the committee members, is quite a different kind of motion. It is a motion which says—following upon the statement of the minister in the House yesterday, concerning the particular report—that we are not satisfied with the minister's explanation, that we find it quite unacceptable and that we feel there is no course open to us now except to ask for the dismissal of the minister.

I also believe that yesterday, during the earlier part of the afternoon once we had debated a motion that the committee report of the previous day—a report that the OHIP premium be rescinded—and following Mr. Timbrell's statement which had been presented to the House earlier, the Liberal Party and his colleagues still felt the question was of such importance that they wished the circumstances surrounding it to be debated.

[2:00]

We felt the statement by the minister was of such a nature that a debate inquiring into the circumstances surrounding the presentation of the report and the contradiction by senior ministry officials of the Treasurer's views on the OHIP premium was simply not adequate. That is why today we have moved this motion that is before the committee at the moment.

I think it is important that we think about what is happening in this committee, how we have got to this committee and what we are trying to do in this committee. When the budget came in there was an agreement by the government a few days later that the reference of an examination of the structure of the OHIP costs and the increase in premiums should be made to the social development committee; and a few days later, on April 5, Mr. Timbrell was speaking to our standing committee—

Hon. Mr. Timbrell: It was the sixth.

Ms. Gigantes: I have it dated April 5. Perhaps it was dated April 5 in print and delivered on the sixth, I'm not quite sure.

He said the following: "Yesterday in the Legislature I outlined the development and the extent of the Ontario health-care system. I also issued a challenge to the members of the opposition, asking them to tell the people of Ontario exactly how they proposed to deal with the problems of financing the health-care system and containing costs within that system. I repeat that challenge today. In the past few weeks there has been a great deal of talk about these questions. In my view,

this has been beneficial because it has helped to increase awareness of some of the important issues in health care today.

"The difficulty, though, is while there has been a great deal of talk about these questions, I find there is a dearth of answers coming from the members opposite. I intend no disrespect to this committee but I am quite sure that if the voice of the man on the street were heard here today, he would ask all of us to stop the partisan body-punching, the political posturing and get on with the business of government. I believe he would say: 'If there are problems with financing the health-care system and containing costs within that system, then tell us how you are dealing with those problems. Tackle those problems.' In short, I believe he would say, 'Get on with the job of government'." Now this was said by the minister to our committee on April 6. I will take the minister's word on that one.

Hon. Mr. Timbrell: I think you're right. It was the fifth.

Ms. Gigantes: Well, that's fine.

That was a challenge, and it was a challenge in pretty partisan body-punching political language which we are quite prepared to accept, as we always have been. We are here to take our place in a political forum and make political decisions and we have pretty thick skins. We are not afraid of challenges from the minister. In fact, we suggested to him that we would be quite willing to challenge him all the way and take on the job of government if that was what he wished.

But he continued speaking to us; he said on page eight of that statement: "Mr. Chairman, as I have said on numerous occasions, free health care simply does not exist. We must deal responsibly with the issue of cost. At the same time, we must deal sensitively and practically with the process of change in the health-care system. We cannot demand overnight transformations. We cannot slash programs and add new ones on an ad hoc basis. We must proceed from a basis of logical planning.

"So, Mr. Chairman, I repeat my challenge to the opposition members. Tell the people of Ontario your cheaper alternative to the premium system. Tell us your solutions for financing the health-care system. Tell us your proposals to deal with controlling rising costs in the system. Let the people of Ontario hear and weigh the substance of your policy suggestions for their health-care system."

That was a pretty definitive challenge which we heard from the minister back on

April 5. That is a fair enough challenge if in the fair operation of a committee such as this the members can be provided with the kind of information which is available to the minister and on which he, as the person responsible for the operation and the financing of our health-care system makes his decisions. We took him at his word. We took the job seriously and we still do.

This committee has a mandate which we have undertaken to help carry out. This is to try to deal with Mr. McKeough's budgetary policy of raising the OHIP premium, to try to look for alternatives to the raise in the OHIP premium, and we took the minister at his word and seriously tried to tackle this job.

But we're receiving material from the minister which does not give us an accurate view. What it purports to give us is a summary of senior ministry official responses to a most important document—the Taylor committee report to the Premier (Mr. Davis)—but it was not, in fact, the responses of senior ministry staff we were looking at on that most critical item in the ministry submission to this committee—that point number one which was diametrically opposed to the initial responses of ministry staff.

We were left with the mistaken impression that this was the initial reaction of senior ministry staff. It was nothing of the kind. I don't know how the minister could in all honesty launch a challenge to this committee with all the vigour he did on April 5, and then give us documentation which, I believe, he must have known would give a mistaken impression.

Hon. Mr. Timbrell: Mr. Chairman, on a point of privilege: that, again, is an untrue statement.

Ms. Gigantes: What statement is untrue?

Hon. Mr. Timbrell: You claim that I must have known.

Ms. Gigantes: I believe that.

Hon. Mr. Timbrell: You have some funny beliefs, then.

Ms. Gigantes: I said I believed it.

Hon. Mr. Timbrell: It's based on absolutely incorrect information.

Ms. Gigantes: Mr. Chairman, I believed that he thought we would mistakenly understand, that we would imperfectly understand what was being presented to us.

I would like to go on to talk about another portion of our work and the input that has been made to the operations of this committee and speak to a statement concerning the OHIP premium increase made in the Legislature by the Treasurer. This statement was

made April 4, 1978. He says: "Much has been said and written in the past few weeks about the financial imbalance in the health-care sector of Ontario. This imbalance occurs because expenditures under OHIP increase considerably faster than revenues earmarked for OHIP—namely, premiums."

That statement is another statement which, had we simply taken it at face value, would have given us a very mistaken impression of reality. We now know from further work we carried out in the committee that this is simply not true. In fact, the costs under OHIP have not been rising as fast as the rate of increase in OHIP premiums.

I consider this kind of statement by a responsible minister—the minister who has implemented the OHIP increase—to have been a statement on behalf of the government, which could lead to a very mistaken understanding on our part, as members of that committee.

I turn to page eight of Mr. McKeough's statement of April 4, 1978. He continues: "Mr. Speaker, it is our intention to continue to maintain quality health-care services and I firmly believe I have found the route to ensure this. Both corporations and individuals will pay more for our health-care system, but in a way that does not have the negative implications for confidence associated with income taxation."

What he is suggesting in this statement is that if you pay an OHIP premium you will somehow be feeling that you pay for OHIP. The Treasurer has said he fears that most people in the province believe they actually pay the full cost of OHIP with OHIP premiums.

He also suggests that if we use income taxation instead of OHIP premiums, somehow the confidence people feel in the economy will be shaken more than if they pay through OHIP. To my mind, that's a kind of confidence trick. I think the way the Treasurer has played around with this kind of suggestion is an attempt, once again, to give a mistaken impression of how OHIP is paid for.

Again, in Mr. McKeough's statement of April 4, 1978, he says on page nine that the record should show we have a tax structure comparable with other provinces. Mr. Chairman, I will go on to show in a few minutes that the record does not show that at all.

The point of mentioning Mr. McKeough's statement is that along with the challenge thrown out by the Minister of Health, the statements by the Treasurer dealing with this issue are statements which, taken at face value and trustingly, would lead us to a very mistaken understanding of the realities surround-

ing this OHIP increase. They are simply not good enough ways of dealing with the problem. This committee is committed to a much more consciously honest attempt to look at the costs of health care in Ontario and how we can best deal with those costs, particularly OHIP premiums.

I suggest to you that, as a member of this committee, there is a kind of unease in my mind. Not only do we have to deal with public statements with some informed mistrust, but we're also now in the position—and it relates directly to the motion which is before the committee—where it seems we have to have some informed mistrust about the documents that are being tabled, documents which are the basis of a major part of our attempt to try to come up with alternatives and to try to get a change in the OHIP increase.

Now we turn to the figures that were tabled with this committee; they're only handwritten figures and there certainly weren't enough in terms of information for us to feel very satisfied about their content. These figures were tabled with us in the early days of the social development committee reference on the OHIP increase. These figures were given initially by the minister; he was reading them and then he agreed to get them copied and passed around to us. But even these minimal figures indicate that the increase in premium revenue was far greater between 1973 and projected for 1979—a 92.5 per cent increase—than the increase for the 1973 to 1979 period in OHIP payments, which was a 60.4 per cent increase.

Those figures directly contradict what has been publicly stated by Mr. McKeough and they fly in the face of our ability to accept trustingly the statements of elected government officials on the question of whether we should or should not have an OHIP premium increase in this year.

It's important to the work of this committee to look at the OHIP premiums and the increase proposed by the Minister of Health and by Mr. McKeough and which will shortly come into effect unless we can make some change in the social development committee. But when we look at our work on the OHIP premium we also have to look at it in the context of Mr. McKeough's attempt to show that the OHIP increase is certainly a very balanced kind of increase considering overall, progressive taxation, in this province.

He has made the claim that the tax structure in Ontario is such that given the highest rates of OHIP premiums in the country, the tax structure mitigates the negative

effects, the regressive effects of those high premiums and, therefore, we can feel at ease when the premiums are raised.

[2:15]

This too has to be challenged and has been challenged, quite by accident, the timing, but very fortunately for us considering the kinds of documentation which have been given to us by the government. The National Council on Welfare has recently published a review of taxation and welfare and the distribution of income in Canada, dated March 1978. It's called "Bearing the Burden, Sharing the Benefits." They examine OHIP premiums across the country and come to the inevitable conclusion, which nobody, not even Mr. McKeough, could deny, that our OHIP premiums are far higher than premiums paid in any other province in Canada.

In discussing the Ontario tax system, the report is also terribly critical. I will quote from page 14: "Because a province doesn't charge premiums does not mean that its health insurance program is free. The citizens of Manitoba, Saskatchewan and the Atlantic provinces have to pay for their health and medical services, but the primary mechanism for payment is the provincial income tax. While provincial tax is between 38.5 per cent and 46 per cent of basic federal tax in the three provinces that charge premiums, it is between 50 per cent and 58 per cent in the six provinces that do not.

"However, the use of income tax to pay for health insurance creates a far different distribution of the costs than a system of premiums. Because of the progressivity of income tax, costs of health services are apportioned on the basis of ability to pay. Lower- and moderate-income families are made to bear a much smaller burden than those with higher income.

"Take as an example the case of a married taxpayer with two dependants aged under 18 and with an annual income of \$10,000. In Saskatchewan, this person's 1978 provincial income tax comes to \$122; this includes the 'built-in' health insurance premiums. In contrast, if this same family were living in Ontario, provincial income tax plus health premiums would total \$799. A cursory comparison of Saskatchewan's 53 per cent income tax rate and Ontario's 44 per cent rate could easily lead to the conclusion"—which is the Treasurer's, Mr. Chairman—"that Saskatchewan is the more heavily taxed province. However, as these figures show, its lower- and moderate-income families are taxed ap-

preciably less when combined taxes are considered."

That is information you can look at and judge critically, but judge to be accurate. The kinds of statements the Treasurer has made in terms of whether OHIP premium increases are justified in Ontario are statements that are directly contradicted by the very fine kinds of information which are pulled together in the National Council on Welfare brief.

When we are looking at a Minister of Health who comes before us to confirm the opinion of the Treasurer that Ontario should have an increase in OHIP premiums, we have to look at the background materials such as this so as not to be mistaken or confused by the information which the government is presenting.

When we turn to the minister's explanation in the House of how we got the document we received last week, the minister interjected several times while the leader of our party was speaking to the motion before this committee. He attempted once again to say that the draft we had received—the draft which had another draft contained within it, though we were not told so at the time and only found out by native, critical intelligence—that all these things were being slowly drawn together and all this was after all being prepared for him so it didn't matter if the main point coming out of his senior management concerning the OHIP raise was absolutely dismissed in the context of the policy urgencies of this government to deal with the government deficit.

I will ask you, Mr. Chairman, to refer to the opening paragraphs of the minister's statement yesterday in the House. In paragraph four he begins his quotation from the deputy minister's memo to him concerning how this unfortunate occurrence took place. I will quote from Mr. Backley's statement:

"Upon submission of the Taylor committee report to the Premier of Ontario, my staff undertook an examination of the documents. The purposes of this review were: 1. To assess the committee's recommendations for possible immediate implementation, further study or research or rejection; 2. To examine the external submissions received by the Taylor committee, as well as the letters from the public invited by yourself—which is the minister—"for ideas of merit for containing costs; 3. To assess the overall impact of the committee's activities; and 4. To produce a summary document of comment and analyses to support the possibility of ministry action and/or release of a response document."

That seems to be a perfectly understandable process that Mr. Backley is talking about and the purposes are quite clearly outlined. But if we go later on in the minister's statement—this again from Mr. Backley's memo dated March 30, 1978—we seem to be entering into a totally different kind of process.

I quote: "In reviewing the briefing materials for yourself and myself, Mr. Donoghue drew to my attention that the response suggested by SPAR to recommendation No. 1, increase in OHIP premiums, contained in the review document being prepared for management committee discussion, was inconsistent with present government policy. The recent statements by the Treasurer and yourself had been ignored by the SPAR in their drafting of the proposed ministry response. The section on OHIP premiums needed to be changed to include the policy statements that have been made.

"At this point, he and I agreed that further revision would be required for your briefing material for the standing committee and that this could be accomplished by utilizing some of the letter from the Hon. W. D. McKeough to the Globe and Mail dated March 16."

It seems to me, Mr. Chairman, what we are looking at when we look at that note from March 30 is a change in the purposes that were described in the first paragraph of the memo by Mr. Backley. I think we know why that change took place, because suddenly what was a ministry study turns into a briefing document from the minister.

Hon. Mr. Timbrell: On a point of order, if the member will refer back to where she started, looking at page one of Mr. Backley's memo to me, it refers to the possible release of a document and that being—

Ms. Gigantes: Is there anything out of order, Mr. Chairman?

Hon. Mr. Timbrell: Well, if I may finish, then the chairman I am sure would want to rule. The point being—

Ms. Gigantes: I think the chairman could probably guess.

Hon. Mr. Timbrell: Well, may I finish and then I am certainly bound by the Chair's ruling?

Ms. Gigantes: Don't ask me, ask the Chair.

Hon. Mr. Timbrell: But I refer you back to where you started.

Ms. Gigantes: I don't give permission for people to speak to this committee.

Hon. Mr. Timbrell: Mr. Chairman, it's obvious that the members on my left, philosophical, geographic and otherwise, just want to waste the afternoon and not get to the work of this committee. I am quite prepared to, Mr. Chairman—

Interjections.

Mr. Chairman: Order.

Hon. Mr. Timbrell: But I want to on a point of order—

Ms. Gigantes: Do I have the floor, Mr. Chairman?

Mr. Cassidy: This wouldn't have happened if we had had everything straight at the very beginning.

Mr. Chairman: Is this a point of order or privilege, Mr. Minister?

Hon. Mr. Timbrell: I think it's a point of order. I will be bound by your ruling. But I just want to refer the hon. member back to where she started in reading from that memorandum where it talks about and/or release of a response document.

Ms. Gigantes: It's a point of argumentation.

Hon. Mr. Timbrell: What the deputy was doing was to make sure it was entirely up to date, so if it was the final draft, it was entirely up to date.

Mr. Chairman: Ms. Gigantes, you have the floor.

Ms. Gigantes: Thank you, Mr. Chairman, I was discussing—

Mr. Breaugh: Mr. Chairman, several times this afternoon you have allowed the minister to interject on a point of order. I have yet to hear you rule on whether it was in fact a point of order or out of order. Would you now do so?

Mr. Chairman: There were several points of order raised initially, Mr. Breaugh, none of which were points of order. The minister did raise several points of privilege, some of which were points of privilege.

Ms. Gigantes: Mr. Chairman, I will respond to the non-point of order because it's on the record and I might as well as respond. I was not questioning the methodology, nor was I questioning the purpose outlined in the first paragraph of Mr. Backley's memo to the minister. What I was pointing out to you and to members of the committee was how those purposes changed by the time we got over to March 30, 1978.

Finally, Mr. Chairman, I would like to refer you also to some of the concluding paragraphs of the minister's statement yesterday in the House. I will quote from the fourth last para-

graph. This is the minister speaking to the members of the Legislature:

"The very process of policy development within government is one of critical analysis. If officials within the ministries of this government did not consider various courses of action and debated these among themselves, they would not be fulfilling their duties and serving the best interests of the people of Ontario.

"With regard to the ministry analysis of the Taylor report, some of my officials had stated their concerns with respect to the funding of the health care system."

The point is, what we were given as a document was something we believed was the statement of concern by the officials and what we were shown was that they weren't concerned about an OHIP increase, when, in fact, as indicated by earlier drafts, they had been concerned, very grievously concerned, and concerned on the same bases on which we are concerned and on which the Liberal Party has from time to time expressed concern.

We have received documentation which could only lead us to a mistaken impression and we in this committee have, after the minister's statement in the House yesterday, no alternative, I believe, except to say that we feel any documentation presented to us by this minister may lead us to mistaken impressions which we may not be able to sort out. We may not be so lucky next time as to have the ministry officials use one typewriter for one draft and another for another.

Mr. Chairman, I think this motion should go from this committee to the House. I think the motion is dealing with the reality of the work of the committee and the reality of the fact that, given the events of the last few days, we cannot continue with this minister in charge of this ministry.

Mr. Chairman: Mr. McClellan, and then Mr. Hennessy and Mr. Jones.

Mr. McClellan: I will try to be reasonably brief and try to sum up.

What happened here on Monday goes to the very heart of what we are about as legislators. We are here in a committee, trying to do an analysis of the government's rationale for a central budget feature, the OHIP premium increases, and to look at the justifications for that rationale and the possibilities of alternatives to that OHIP premium increase.

We in the opposition parties, both in the New Democratic Party and in the Liberal Party, and all of us as legislators, no matter which party we are in, have to rely on the integrity and the good word of each other, of ministers, and of ministerial officials. That is

the only way that government in this place can happen, if that integrity and good faith is honoured, otherwise the situation is impossible. We have to assume—that is what all our parliamentary procedural hassles and discussions are about. Sometimes they are comical but at other times they are deadly serious because they do go to the heart of democratic government.

What happened here on Monday was a flagrant violation of the processes of democratic government. We cannot do our job as legislators if we are given information that we cannot rely on, that we cannot trust. If we cannot rely on ministers or ministries we cannot function as legislators. It is as simple as that. That is the issue. The minister was caught red-handed—

Hon. Mr. Timbrell: A point of privilege—and this is a point of privilege.

Mr. McClellan: It is inaccurate that that is a point of privilege, Mr. Chairman. Why don't I finish my sentence and I'll say what you were caught red-handed at?

Hon. Mr. Timbrell: Mr. Chairman, that is exactly the point of privilege; the hon. member has used the expression which we would require an order from the Chair that he explain exactly what he means.

Mr. Chairman: Mr. McClellan, we can't impute motives.

Mr. McClellan: I was not imputing motives. I was saying the minister and the ministry were caught red-handed—

Hon. Mr. Timbrell: No, I am sorry. You said that the minister was caught red-handed and—

Mr. McClellan: Yes, I just said it again.
[2:30]

Hon. Mr. Timbrell: Hansard will show that. On a point of privilege to the Chair I'm demanding that you be ordered either to explain that and support it or withdraw it.

Mr. McClellan: I keep starting—

Mr. Chairman: Mr. McClellan, that in my view is imputing a motive and I would suggest that you rephrase your statement.

Mr. McClellan: I will. I make it a practice of honouring chairmen's rulings and I will withdraw it. I will say that we caught the minister red-faced in the presentation.

Mr. Cassidy: That's right.

Mr. Breaugh: That's undeniable. The witnesses are here.

Mr. McClellan: And we caught him white-faced as well.

Mr. Laughren: He was more than that.

Hon. Mr. Timbrell: Your former leader said at the time that I was white-faced. Now which was I?

Mr. Laughren: Tight-lipped.

Mr. McClellan: Chromatic.

Mr. Breaugh: This side's red and that side's white.

Mr. S. Smith: Compromise and say it was pink.

Mr. Kennedy: Not pink, anything else.

Mr. Chairman: Order. Mr. McClellan has the floor.

Mr. McClellan: I will say again that he introduced material to this committee which was inaccurate and he has failed to deal adequately with that matter since. How serious the issue was has been elaborately dwelt on over the last couple of days. I point out one simple but overwhelmingly important fact. In his budget speech, the Treasurer said on page 15 of the Ontario budget blue book: "OHIP premiums retain a visible link with the cost of services." That was one of the key justifications for an OHIP premium increase.

The material that was excised from the strategic planning and research branch document says to the contrary, that the premium system is of limited effectiveness in raising consumer cost awareness because of the temporal separation between premium payment and service provision, the absence of the insurance concept of premiums related to either risk or use and the high proportion of premiums totally or partially paid by employers. On three grounds the document that was excised by the ministry refuted and blew to smithereens a central argument used by the Treasurer of this province in the presentation of his budget.

That material was withheld from this committee. That is the fact. The minister still has not dealt with it and still refuses to deal with it. I point out to you, Mr. Chairman, that in the statement tabled yesterday the deputy minister apologized to the minister, although the minister didn't apologize to the House.

Mr. Cassidy: For embarrassment.

Mr. McClellan: He apologized for embarrassing the minister.

Mr. Laughren: Not for the act itself.

Mr. McClellan: He apologized on the grounds that he had been instructed specifically that the documents submitted to the standing committee should not be modified in any way. Yet on March 30, according to the

same statement, the document of the strategic planning and research branch was altered.

Hon. Mr. Timbrell: Which was not a document for tabling in this committee.

Mr. McClellan: It was altered.

Hon. Mr. Timbrell: Read the entire thing. You cannot pick and choose your facts. Read the whole thing, because it was not at that point a document for tabling.

Mr. McClellan: It was altered.

Ms. Gigantes: Order, Mr. Chairman.

Mr. Chairman: Mr. McClellan.

Hon. Mr. Timbrell: Read the whole thing. If you've got such a feeling for the truth, why not show it?

Mr. Breagh: That is imputing motives.

Mr. McClellan: Do we have parliamentary procedural rules applied on both sides of this table, Mr. Chairman, or just on one side?

Mr. Chairman: Yes, I would suggest the minister alter that last comment.

Hon. Mr. Timbrell: I would just submit that the great feeling for the truth—

Mr. Laughren: Just withdraw the statement. Don't submit anything.

Hon. Mr. Timbrell: —should be exhibited on both sides, and I would leave it at that.

Mr. Breagh: Why are you so reluctant to admit that sometimes you're wrong?

Mr. McClellan: Your arrogance is going to be your downfall.

Mr. Cassidy: That's right.

Hon. Mr. Timbrell: Well, I was—

Mr. McClellan: I will continue and I will ignore the minister.

Mr. Chairman: Yes, address your comments to the Chair.

Mr. McClellan: I will speak to the Chair. I will read from the document again, quoting Mr. Backley: "At this point he and I"—that is to say, Mr. Backley and Mr. Donoghue—"agreed that further revision"—of the strategic planning and research branch document—"would be required for your briefing material for the standing committee."

I don't care what the minister says, I interpret that as a violation, if in fact there were specific instructions—and I assume there were—of instructions that documents being submitted to the standing committee should not be modified in any way. "In any way," I understood the instruction to read, and that's not what happened. The document was altered and finally it was presented to us as a document that had been written and prepared on March 31, whereas in fact it had been put into final form on April 10.

That is the reason we have moved the motion that we have moved today. We don't think we can function in this kind of an atmosphere or in this kind of a context.

You may think it's a joke. Members of the back bench of the government party may think it's a joke when members of a standing committee of the Legislature are given dummy documents or doctored documents when they're doing something serious. It isn't a joke. A minister who permits that to happen and who fails to understand the implications of what he has done or to deal with the inadequacies in the ministry that have led to this happening—or even to apologize to the members of the House—is not fit to be minister.

Mr. Jones: Mr. Chairman, I heard the diatribe of the leader of the NDP, and how he's all outraged. Now we have just heard the member for Bellwoods claim the government members of this committee think it's a joke. I don't see any of us thinking it's a joke. As a matter of fact it's a pretty serious exercise that we see the NDP foisting on us this afternoon, eating up, I suggest, some very valuable time of a critical committee struck to do a job of large magnitude.

I, for one, clearly understood the minister yesterday and his explanation of how the mechanics brought that report to us in the form that it came. I understood the letter from the deputy to the minister, and I think the other members of this committee did. But I remind the members of this committee that we have time constraints—six days, 20 hours—to deal with something of large concern to the people of Ontario.

Here we find ourselves with the droning on of the member for Carleton East and the allegations of the member for Bellwoods at a time when a lot of us are anxious and genuinely interested and aware of the time we have, wanting to hear the concrete proposals of alternatives to these proposed OHIP increases, rather than carry on with a great debate as we've just heard over here—all grandstanding—it sounds like a carnival show.

I would move that the question be put.

Mr. Chairman: Mr. Jones, the minister has indicated that he would like to speak. If no other members of the committee wish to speak—

Mr. S. Smith: On a point of order—

Mr. McClellan: Feel free to speak.

Mr. S. Smith: On a point of order, I have very serious concerns about this very grave matter. This is a matter which I brought up in the first place and which I thought was

important enough to justify an emergency debate, and a matter which I still believe is of the utmost importance to the whole parliamentary system. I have serious concerns, however, as to whether the motion and the procedure that's being followed and being proposed is in order.

I recognize these matters are not easily understood—witness some of the reports of the confusion in the House yesterday. But I think we should be absolutely sure on something of this importance—that we're proceeding in the correct manner and a fair manner. I emphasize, in a fair manner.

If I'm not mistaken, I gather the advice of the Clerk of the House is being sought with regard to this procedure. Let me explain what I mean by the procedure. There's a question as to whether it's really appropriate for us in this committee to decide on whether or not to demand the recall of a minister, or the firing of a minister, or whether it's not our job in this committee to decide whether our privileges have been breached. If we decide our privileges have been breached, it would seem to me we would report that to the House. An argument could be made that the House would be the place to take action with regard to demanding any action such as the recall or the removal of a minister.

It seems to me the job of a committee surely must be to determine whether or not our privileges have been breached. But in any event I gather that opinion is being sought from those more expert than I in determining just what is appropriate for our committee to be deciding, as opposed to the House or the procedural affairs committee. I wonder whether it might be reasonable to adjourn for a few moments while that opinion is sought, because I would hate to think we are proceeding incorrectly. More than that, I would hate to think that we are proceeding in an unfair way. I want the minister to have his say. I want to hear from the minister his defence.

Mr. McClellan: We heard yesterday.

Mr. S. Smith: I want to ask him some questions. I want to explore with the minister some of the ramifications of what he is saying to make sure I understood it correctly. I think before we impute any kind of wrongdoing to him, or impute to him merely that he is responsible for alleged wrongdoing on the part of others, fairness must surely be important. We don't want to make ourselves a kangaroo court of some kind. It would be quite wrong for us to do that.

No one feels any more aggrieved than I by the fact that we were given a report which

plainly was changed in a way to cover the real opinions of people who originally were responsible for the preparation of the report. But I don't want to proceed in a way that is either incorrect or unfair. I might therefore move, or suggest to you, an adjournment of perhaps 30 minutes during which time we can seek some opinion from the Clerk and from others and have some chance to consider this matter further.

Mr. Chairman: On the point of order, Mr. Smith, and with respect to Mr. Jones' proposed motion, I have been seeking advice from the Clerk. He was downtown and he is coming back here. He may already be here. I didn't feel I was in a position to make a judgement on the motion. My first disposition was that this committee did not have the competence to dismiss, or seek the dismissal of, a minister of the Crown by virtue of the fact that that prerogative remains with the chief of the executive council, which is the Premier (Mr. Davis). That kind of power does not reside with a committee of this nature. I wanted to get legal opinion on that point. I am seeking it currently, and when I receive it, I'll make my judgement based on the facts which I get.

Mr. S. Smith: Mr. Chairman, I move an adjournment of 30 minutes.

Mr. Breaugh: To the point of order.

Mr. Van Horne: The motion to adjourn is not debatable.

Mr. McClellan: He is not debating it.

Mr. Breaugh: A member cannot raise a point of order, and subsequently in the same breath move that we adjourn.

Mr. S. Smith: He has ruled on the point of order and—

Mr. Breaugh: I asked to speak to the point of order.

Mr. Chairman: Mr. Breaugh has asked to speak to the point of order.

Mr. S. Smith: After the ruling?

Mr. Chairman: I didn't come in with the ruling, Mr. Smith. I indicated my first disposition was in that direction, but I haven't ruled. I suggested to you that I was getting the legal advice of the Clerk which I have not been able to do up until now. So I have not

Mr. Breaugh: To the point of order, Mr. Chairman. I explained at the outset, and unfortunately not all of the members were here to hear this explanation, that I did so with some reluctance. Please let us remind ourselves that the Clerk does not establish the rules of this House. The Speaker and the members do.

Mr. Kennedy: He interprets them.

Mr. McClellan: No, he doesn't. The Speaker does.

Mr. Breagh: The Speaker does. Thank you. And that is clear in any parliament in the world.

Yesterday afternoon, the Liberal Party put forward a motion on the part of Mr. Smith which substantively dealt with the same issue. That motion, calling for an emergency debate, was dealt with, so the Speaker has given a ruling. If I may quote again, for the second time in the same afternoon, the Speaker's ruling on this matter, which was upheld by a vote of the House: "The substance of the notice deals with proceedings in a committee of the House which has not yet reported back to the House, and I speak now of the question of the minister's conduct—not the question of OHIP premiums. The matter could be further debated in that committee. Since the committee is the more appropriate place to discuss this matter, and so that the committee may reach its conclusion, I am ruling that the motion is out of order."

[2:45]

So you have a ruling of the Speaker of this House, supported, on a challenge by the leader of the Liberal Party, by the majority of the members of that House. That is the ruling on which this committee should go. I want to point out further that this particular motion was not put with any reckless abandon, but was done after some rather exhaustive research of the rules of the House.

Your initial inclinations are absolutely correct: This committee has no power to censure any member in any way; only the House does. Nor do we have the right to dismiss anyone; the motion does not suggest we are recommending the dismissal. We are seeking—seeking is the carefully chosen word—on the basis that he presented inaccurate material to this committee, which the minister himself admitted in the House yesterday on his point of privilege and which, at my specific insistence, he again admitted at the beginning of this hearing today.

That is the issue in question; that is why the motion is worded so carefully. You already have the precedent of a ruling of the Speaker of this House on this particular matter.

Mr. Chairman: I will take those comments into consideration, Mr. Breagh, when I am making my ruling. At this point, if no one wishes to speak further to the point of order, I will entertain a motion to adjourn.

Mr. S. Smith: I would move a 30-minute adjournment.

Mr. Chairman: Is there anyone who wishes to speak further to the point of order?

Mr. Jones: In recognizing that there would be discussion on the motion to put the question, I did defer to the leader of the official opposition. We, too, in the interest of fair play, would like to have the rulings clarified; so, of course, I would support the motion to adjourn for 30 minutes.

Mr. McClellan: Speaking to the point of order, Mr. Chairman, we don't see a need to adjourn—

Mr. S. Smith: What's happened to the point of order?

Mr. McClellan: —except that the leader of the Liberal Party may want some time to try to make up his mind.

Mr. S. Smith: You can't debate a motion to adjourn.

Mr. Jones: One hopes we can come back and catch up some of the time you've blown this afternoon.

Mr. McClellan: Where have you been during all these sessions? You haven't been here.

An hon. member: Sanctimonious Tory.

Mr. Chairman: Order. Mr. McClellan, just on the point, this is a very important matter, and I don't feel I am in a position to make a ruling. I want to review all the precedents, I want to get some legal advice on the matter, and I would appreciate it if the committee would grant me some time in order to do that. Is there a motion to adjourn for 30 minutes?

Mr. S. Smith: Yes.

Mr. Chairman: Thank you.

The committee recessed at 2:47 p.m.

On resumption:

Mr. Chairman: I have now had some advice, entered into some discussion and, on top of all of that, considered what has been said with respect to this motion in committee.

In considering the ruling which I am about to give, I have thought about whether or not a committee of the Legislature has the authority to seek from the proper authority whether or not a minister of the Crown can be dismissed. That authority does reside with a committee. I had to consider at the same time whether or not a committee making such a recommendation would be interfering with the prerogative of

the Crown, I am satisfied that it would not be.

The Legislature itself does not have the power to ask or demand dismissal of a minister. The only person who does have that authority is the Lieutenant Governor, who does it on the recommendation of the Premier.

In considering this particular motion, I am of the view that the motion technically in its form does not conform to the standing orders and in particular violates standing order 33(c), which says: "No motion shall be prefaced by recitals or preambles." I am of the view, however, that the motion does conform to the standing orders in terms of its content. The substantive part of the motion does conform to the standing orders. It was only with respect to its form, its drafting, that it violated the standing orders.

Therefore, I am going to rule that the motion is in order provided that the mover, Mr. Breaugh, agrees with the redrafting which contains the substantive part of his motion but is redrafted to conform to the standing orders, which I will now read:

"Mr. Breaugh moves, seconded by Mr. McClellan, that the committee recommends the immediate dismissal from office of the Minister of Health for the reasons that the minister and/or his staff are responsible for presenting inaccurate material to the committee in the form of a report which had been altered and upon threat of subpoena produced a second and diametrically opposed version, and that the minister also subsequently admitted to the House that the dates and contents of this report were inaccurate."

Does the mover agree to that?

Mr. Breaugh: I agree wholeheartedly. However, I would not want us to get into that small difficulty we entered into yesterday, and I would ask that you insert the words "recommends the adoption of the following motion," because that is also a substantive part.

Mr. Chairman: I am informed, based on your intent in the original motion, Mr. Breaugh, that my motion in the House would be as follows: "Mr. Gaunt, from the standing social development committee, presents the committee's interim report and moves its adoption." If that conforms to what you had in mind, I then rule that the motion is in order.

Mr. Breaugh: That's fine. Thank you.

Mr. Chairman: Does the minister wish to speak to the motion?

Hon. Mr. Timbrell: I was just going to say there may be other members—

Mr. Chairman: The minister was the last one on my list. He indicated he wished to wind up. However, if there are other members who wish to speak on the motion—

Mr. Breaugh: I am anxious to have a vote—

Mr. S. Smith: I am anxious to speak.

Mr. Breaugh: —but certainly I would want the Liberals to have the opportunity to speak this afternoon.

[3:30]

Mr. S. Smith: The minister is yielding to me?

Hon. Mr. Timbrell: Yes. I was about to say, Mr. Chairman, maybe other members would like to join the list, as it were, for a response.

Mr. Jones: If I may, Mr. Chairman, on one point of clarification. Earlier I did indicate that I wished to consider having the question put, but that was of course in the context of some of the rather lengthy, and I thought redundant, comments from one of the parties. I certainly defer the making of that motion if the Liberal Party want to put questions or comments to the motion.

Mr. S. Smith: You will recall that I was the first to bring to attention the fact that the document in question that had been given to us was clearly not the same document which was originally construed as the genuine opinion of the strategic planning and research branch of the ministry. Whether that opinion changed or not, I guess is something we are going to have to discuss.

At that time I pointed out the very grave implications of having been given what I called, I believe, "a doctored document." At that occasion I felt that the entire procedure of this committee and certainly the rights of Parliament were being toyed with. Let's be perfectly frank. In some ways it's interesting that the ministry would be willing to give us a document of any kind representing what amounts to internal opinions of the people within the ministry as they might give those opinions to the minister. I must tell you I was rather surprised, and pleasantly surprised, that we were receiving a document which basically dealt with the kind of advice that people within the ministry were giving the minister.

Under normal circumstances, I must say this House has rarely if ever had access, except via the "brown envelope" routine, to the kind of briefing document, to the kind of internal advice document that this represented. You can imagine how my sense of pleasure and my sense of anticipation at

having access to this briefing document was lessened rather drastically when I suddenly realized that there had been a change and that the genuine opinion used for whatever internal purpose might have been served in the ministry had been substituted for by something much more bland. And in a neat touch of irony, which I think demonstrates very well the anger of the people within the Health ministry at what has happened to them, at the way in which the Health ministry has as I said been used as a whipping boy, in a neat touch of irony, some official—and I can hardly wait to find out which one—decided, “If they want McKeough’s opinion instead of mine, I’ll give them McKeough’s opinion,” and proceeded to put in two and a half pages of Darcy McKeough’s letter to the *Globe* and Mail.

I think that is a very neat touch of irony which to me demonstrates that somebody within the ministry has at least the integrity to say, “All right, I’ll give you what you want. But don’t pretend it’s my opinion if it’s McKeough’s opinion, because there is probably nobody in the ministry who agrees with McKeough. So I’ll give you McKeough’s letter to the *Globe*.” I think that was a very interesting action.

However, I was very, very concerned when I noticed this change in the typeface, and when it turned out that the document was, very seriously, a questionable document. I inquired at that time as to the date of the document and so on, and the answers we have received so far leave many questions in my mind.

This is not just a political game that is being played here with this motion. The motion that is before us deals with the future of a particular individual, the minister in this instance. It deals with the people within his ministry, his deputy and others as well. It deals with people’s lives, people’s careers. And I, for one, am not able to participate, right now—

Mr. Breaugh: What?

Mr. S. Smith: Just hang on for a minute, you—

Mr. Breaugh: When the hell are you going to participate?

Mr. Chairman: Order.

An hon. member: You’re a little touchy today, Stuart. Why is that?

Mr. Chairman: Order. Mr. Smith has the floor.

Mr. S. Smith: The type of justice that would be meted out by that bunch of radicals is becoming more obvious all the time.

Mr. Chairman: Order, order.

Mr. S. Smith: Now, Mr. Chairman, let me be very clear about this.

Mr. Breaugh: I object to the use of the word bunch.

Mr. S. Smith: I am sure that if they add a few more they will be big enough to be called a bunch, I suppose.

Mr. McClellan: Carry on, Stuart.

Mr. S. Smith: The fact of the matter is that we are dealing with people’s lives and the sentence I was about to finish before I was interrupted so rudely by the member for Oshawa is that I am not prepared to pass sentence on people in this manner until they have had a chance to defend themselves.

Mr. Breaugh: You were prepared to do it yesterday afternoon.

Mr. S. Smith: There is the question of fair play to be involved, there is the question of finding out all the facts.

Mr. Chairman, in my view, before you condemn someone, demand an end to his political career and possibly to the career of those under him, you find out all the facts.

Mr. Breaugh: Your critic did it Monday.

Mr. S. Smith: Is it possible to keep order when I discuss a serious matter?

Mr. Breaugh: Plough on.

Mr. Chairman: Order.

Mr. Conway: On a point of privilege. The member for Oshawa, like his colleague from Ottawa Centre, alleges that I called for the resignation of the minister on Monday. I refer to the Hansard which I referred to earlier which clearly indicated that I wanted full disclosure from the minister on the basis of all the information on this committee before I could make a judgement on that basis. I think Hansard stands clear in support of that and I would appreciate it, Mr. Chairman, if the hon. member for Oshawa would pay respect to that Hansard report.

Mr. Sweeney: Something called consistency.

Mr. Breaugh: I will then read from Hansard the conclusion of my remarks where I was interrupted on Monday: “We have the document in front of us. I think it’s obvious now that the committee would be derelict in its duties if it didn’t demand that the government retract the premium increase flat out.”

Mr. Chairman: Mr. Breaugh, are you speaking to Mr. Conway’s point of privilege?

Mr. Breaugh: I am speaking to his point of privilege, and it says clearly in Hansard; “Mr. Conway: Or the minister’s resignation.”

Mr. Conway: On a point of privilege, I refer to the Hansard of April 10. I want to quote from page 73 of the Instant Hansard of April 10.

Mr. Breaugh: I am not quoting from page 73.

Mr. Conway: On my point of privilege, I point to the germane part of Hansard which says unequivocally and I quote: "I want the Minister of Health to very carefully counteract this argumentation. I would like to see the rationale that he used to dispute this, because if it is not forthcoming—I presume if it is not forthcoming from him as I suspect that it cannot be, then I see no way in which this minister can continue in the portfolio that he now occupies."

I think that those remarks stand for themselves in a very qualified way and I am one of those people who wants this committee to go on and discuss the substantive matters at hand.

Mr. Chairman: What you are saying, Mr. Conway, is that your request would be conditional?

Interjections.

Mr. Laughren: The chairman is very perceptive.

Mr. Conway: I am saying, Mr. Chairman, what I said on Monday. I want to repeat what I said on Monday; I want the Minister of Health to very carefully counteract the argumentation presented in the document released on Monday. To this point, the minister has simply had no opportunity to so do and I want him to have that opportunity.

Mr. Chairman: Mr. Smith has the floor.

Mr. S. Smith: I make no apology for the fact that I take the responsibility of a person's career and the careers of many people in his ministry very seriously. I do not simply deal with the matter before hearing all the facts. This to my mind is something we should be doing right now—getting all the facts. Not striking postures, not recounting what happened—we all know what happened—but trying to make sure that we have all the facts before us. Trying to make sure that the people involved—and it is not just the minister; it is the deputy minister, and possibly some other persons whose names are mentioned in the minister's statement and possibly some others whose names we don't even know.

These careers are now on the line and it seems to me to be an absolutely vital matter that we find out everything, to be sure that when we make a decision on this matter that we know exactly what moved each of

the individuals to do what it is he did and that we know exactly what it is that he did.

It seems to me we are correct in a request for the resignation of a minister only if the minister has knowingly misled us, or if under the doctrine of ministerial responsibility there has been such serious maladministration within his ministry so that whether he knew of it or not, since someone has to be responsible under our doctrine, he must take such responsibility, the implication being if he didn't know he should have known. The question in my mind is whether there was serious maladministration in what might have been a deception at a high level within the ministry, whether there was deliberate intention to deceive, who it was that it was intended to deceive, if such deception was intended, and who it was who did that.

It seems to me these are questions to which I want the answers. I am prepared to take the time of this committee, although I must tell you I genuinely believe we have other very important work to do, given the gravity of this situation, to ask a number of these questions. I want to be sure we have an opportunity to hear the answers the minister might provide.

I also want to call before us for his testimony the person who wrote most of the statement which the minister delivered yesterday, namely, the deputy minister. I would like to ask him what he means by some of these paragraphs, whether what I read into these paragraphs should be read into these paragraphs. I might want to hear as a witness, one or two more people. I'll tell you, Mr. Chairman, although I am no friend in the political sense of the Minister of Health, and although it wouldn't hurt me in any way whatsoever were he to resign, although I for one feel that his ministry has been a whipping boy of the Treasurer and I have said so from the beginning, and although I certainly have no particular reason to defend anyone within his ministry, I am not going to permit a kangaroo court style of inquisition in which a few people come in, claim they have all the facts, claim they have come to their own conclusions and demand the head of the minister without a proper examination of all the facts: What went into this document, what were their intentions, how do they justify it and what is the history of the matter?

I want to hear from the deputy minister, from the minister, and from any other officials whose testimony might be germane to this particular discussion. That is the point I'm trying to raise. It's a point of natural justice, nothing more or nothing less. Believe me, to be thought of in any way as a political

ally of a minister who has been unable to defend his own ministry properly in cabinet, in my view, is certainly not something I desire. But to be in favour of natural justice is something I simply have no choice but to be.

I'll be guided by you, Mr. Chairman. I have a number of questions of the minister. I want to have those questions answered. Depending on the answers to those questions, I may or may not wish to talk to anyone else in the ministry. I may or may not wish, at that point, to have the entire matter of this motion put to a vote. I may or may not have some suggestions as to how to deal with the matter, depending on what the answers are that we receive. I want to have these answers. I want to have a question-and-answer situation rather than a speech by the minister winding up the discussion and leaving a number of questions in my mind as to what Mr. Backley may have meant by this or what he means by something else.

The man's career is in jeopardy here and, as I say, I'm not going to come to his rescue if he's wrong. Heaven knows, there is no one angrier than I am about the change in the report, but I'm not going to hang him without proper witnesses and without knowing exactly what he did. That's my point, Mr. Chairman. Can you advise me? How can we proceed in a way that I can ask questions of the minister, have answers and have a little bit of back and forth in a way that gives him a fair chance to defend himself? Similarly, how can I call the deputy minister and maybe one or two others to be sure we know the full story of this document and to be sure we know whether we know what happened in this document may or may not have happened in all the other stuff that's on the table here and whose validity is in some question until we settle this matter? Do you have any guidance for me, Mr. Chairman?

[3:45]

Mr. Chairman: Mr. Smith, we'll have to deal with the motion first. It was my hope today that we could complete the minister's statement and in so doing he would be able to table the information which you see on my right and which, as of this point, hasn't been tabled. We didn't get that far today and it doesn't appear as though we will.

All I can tell you is that we'll deal with the motion and get that out of the way. I would like to have the minister complete his statement so that the documents are filed, and then we can proceed on the basis you have suggested in which you can dialogue

with the minister and the deputy or any other Health personnel you may seek. Unless the committee wishes otherwise, that's the basis upon which I would prefer to proceed.

Mr. S. Smith: Mr. Chairman, is there any way in which the motion can be put aside for the moment while we have this dialogue and then bring the motion back for a vote? That would be the most sensible thing to do.

Mr. Breaugh: You could question if you want.

Mr. Chairman: Mr. Smith, I really don't see how that can be done. It certainly wouldn't be parliamentary procedure and I find some difficulty in accommodating your suggestion.

Mr. S. Smith: I see. May I ask one more question, Mr. Chairman? Is it possible for us to have the deputy minister speak during this debate, or does he not have any rights to speak during this debate?

Mr. Chairman: Are you referring specifically to the motion?

Mr. S. Smith: Yes, to the motion, right. Interjections.

Mr. S. Smith: No, no, I mean before we vote on this motion is it possible to hear from the deputy minister? What I might do is ask a number of questions in the form of a speech and then the minister and the deputy minister might answer. At least we'll have the benefit of that.

Mr. Kennedy: That would be out of order.

Mr. Chairman: Really, in dealing with the motion, Mr. Smith, the motion has to be dealt with by the committee—

Mr. S. Smith: The deputy can't speak?

Mr. Chairman: —and Mr. Backley is not a member of the committee. So I really must get that motion out of the way before we can proceed further.

Mr. S. Smith: Mr. Chairman what I want basically is natural justice to occur. I want to get the answers to questions on which I can judge whether or not to vote for or against the motion. Obviously I can't vote for the motion until I have answers to these questions, but I don't in any way want to take that motion and defeat it as though it had no validity because, depending on the answers we get, it may have a great deal of validity.

The question in my mind is how best to proceed. Is it possible to amend the motion, that the motion not be read at this time but at a later date within the committee?

Mr. Breaugh: Come on!

Mr. Chairman: I would have some difficulty there again because I can't understand what delay would accomplish in this respect.

Mr. S. Smith: It would allow me to question the deputy minister and the minister in a conversational manner, get all the facts and then we can vote knowing the facts. That's the whole point.

Mr. Chairman: Mr. Smith, you place the Chair in a rather difficult position. That wouldn't be according to the rules and unless the committee so directs me, my task here is as a servant of the committee and my job is to enforce the rules and I would find it difficult to do that.

Mr. S. Smith: May I move an amendment?

Mr. McClellan: There is a motion on the floor.

Mr. S. Smith: May I move an amendment to the motion then?

Mr. McClellan: Oh, come on.

Mr. S. Smith: Can the motion be amended to add the words—

Mr. Breaugh: Mr. Chairman, on a point of order, I doubt very much that you're prepared to allow anybody in this committee to speak freely on a motion and at the end of his speech move a motion. You ruled on that the other day.

Mr. S. Smith: You can't move an amendment?

Mr. Breaugh: No. You can't now that you've spoken, no.

Mr. S. Smith: Of course, you can.

Mr. Breaugh: I don't know what boy scout camp you went to but you've got the wrong Roberts rules.

Hon. Mr. Timbrell: Mr. Chairman, may I interrupt?

Mr. Van Horne: What nonsense!

Mr. Breaugh: What nonsense nothing. Read the rules.

Hon. Mr. Timbrell: Mr. Chairman, I'm starting to feel like a patient waiting for surgery.

Mr. Breaugh: Good.

Mr. Chairman: If you feel that way, how do you think I feel?

Hon. Mr. Timbrell: I'm quite prepared because I know the surgeon on the left has no instruments and no training.

Mr. Breaugh: We have an axe here.

Hon. Mr. Timbrell: That's what you're trying to wield.

May I say, sir, however you rule and at whatever point we come to it I'd be most anxious to answer those questions, since the intent of the statement yesterday was to be clarification and explanation for any misunderstanding and to make it clear that there was no misleading intended, nor should it have been implied—and my deputy will answer questions too at whatever point you rule it is in order. I can understand why you would say that it is not at this point, since it is a debate on a motion and the deputy is not a member of the committee. I think he would agree that that makes sense, according to the rules.

But, Mr. Chairman, we are talking about something which is as valuable to me as anything; we are talking about my honour. We are talking about my honour and I fully intend—and it was my intent yesterday, which clearly some members for their own political purposes choose to ignore—to make it absolutely clear and anywhere outside of this room it is necessary, that my honour is intact.

Mr. S. Smith: May I move an amendment to the motion, Mr. Chairman, the amendment being to add the words, "but that the motion be not read at this time but at a later motion of the committee"? I so move, seconded by Mr. Conway.

Mr. Breaugh: That is out of order, come on.

Ms. Gigantes: That is not in order.

Mr. Breaugh: That is not in order.

Mr. Chairman: Can I have a copy of the motion, Mr. Smith?

Mr. Breaugh: While you are entertaining motions, Mr. Chairman, and while you are waiting, subsequent to this one would you be prepared to entertain a motion on the part of the committee that we have tabled—

Mr. S. Smith: What is this about?

Mr. Breaugh: —the material the minister has brought to us, because we would then have three or four days to go through that? I don't want to preclude the minister's making any statements, I simply would rather recognize the convenience—

Mr. Rowe: We could adjourn the debate, I suppose.

Mr. Breaugh: As a procedural matter would it be agreeable for the committee to accept it as tabled? In fact, it is tabled with the clerk and I'm just asking that you release it.

Mr. Chairman: Physically, yes it is tabled. I would say, Mr. Breaugh, if the committee wishes and if we can clear this matter

quickly I am wondering if the minister could complete his statement and table the material before we conclude today. That would clear that matter up and at least we could have the material tabled for consideration over the intervening period before we meet next Monday.

Hon. Mr. Timbrell: Mr. Chairman, I would be anxious to do that as well inasmuch as there are several questions, for instance, which were left over near the beginning that relate to the Treasury. The Treasurer had indicated to me yesterday that he would be available to come to the committee on Monday next, so once I have completed you may want to get back to the question of the Treasury and then decide from there where you go.

We had hoped to have it all tabled yesterday, of course, and if the committee wants to sit past 4 o'clock certainly we are quite prepared to stay, table it and finish it so you can have the Treasurer in on Monday.

Mr. Breagh: Are you not going to rule? I'm asking you to rule.

Mr. Chairman: I now have the motion in front of me.

Mr. Breagh: And you are accepting a motion after a member has spoken? I would ask you to rule on that.

Mr. Sweeney: It's an amendment, not a motion.

Mr. Breagh: Well, an amendment in that form. I am asking you to rule is it acceptable in this committee for a member to speak and then move either an amendment or a hoist or another motion?

Mr. Rowe: Mr. Chairman, may I offer to get us out of this pickle?

Mr. Chairman: I would be pleased to have your suggestion.

Mr. Breagh: Watch it, Russ, that's almost an unparliamentary word now.

Mr. Rowe: Because I think we are all here for the same purpose.

Hon. Mr. Timbrell: Not all of us.

Mr. Rowe: We were all given an assignment by the House. This is what we are doing here in the first place.

I am just wondering if perhaps it might be appropriate for Mr. Smith to withdraw his amendment to the motion and that someone move the adjournment of the debate on the other one. That would leave it aside until we dealt with it at a later date.

Mr. Chairman: Would you consider that, Mr. Smith?

Mr. S. Smith: That's the same thing. Yes, I would do that.

Interjection.

Mr. S. Smith: All right, I would move the adjournment of the debate on the motion that is on the floor.

Mr. McClellan: You can't do that, this isn't the House.

Mr. Chairman: No, he has withdrawn his amendment. Mr. Smith has moved the adjournment of the debate on this particular motion in order that the minister can—

Mr. Breagh: Excuse me, I would ask you to rule once again—I have asked you a couple of times now—are you allowing members of the committee to speak first and then move?

Mr. Chairman: Yes, I see no reason why that cannot be done, Mr. Breagh. It is done in the House.

Mr. Breithaupt: Any member in the House can move any motion at any time.

Mr. Chairman: I have witnessed it being done a number of times in the House and I see no reason why that cannot be done. The committee is simply an extension of the House, and if it is done in the House I see no reason why it cannot be done here.

Mr. Breagh: What motion do you have before you now?

Mr. Chairman: Mr. Smith has withdrawn his original motion and moved that the debate on your motion be adjourned.

Mr. Breagh: May I speak to that?

Mr. Chairman: Yes you may.

Mr. S. Smith: That's not debatable.

Mr. Breagh: It was yesterday afternoon for three hours; it ought to be in here.

Mr. Chairman: I find myself almost at frustration level with this matter. I thought yesterday afternoon that I saw that same member stand in his place and read the following motion—to talk about fairness and to talk about fair play—he moved yesterday, and he used these words: "The circumstances surrounding the presentation of a seriously—"

Mr. S. Smith: Point of order, Mr. Chairman. Presumably all that can now be discussed is whether or not the matter should be adjourned.

Mr. Breagh: That's right.

Mr. S. Smith: I can't imagine what comments of yesterday would have to do with whether or not this matter should be adjourned. Plainly, the question of whether it should be adjourned must relate—

Mr. McClellan: Because you have a limited imagination. Why don't you listen to the completion of the sentence before you—

Mr. Chairman: Order.

Mr. S. Smith: —to the question simply of adjournment for the purpose that all—

Mr. Chairman: Order. May I make a point here? I refer to standing order 31(c): "When a motion is made for the adjournment of a debate or of the House during any debate, or that the chairman of a committee do report progress or do leave the chair, such motion is not debatable." Based on that, Mr. Breaugh, I have to put the question.

Mr. Breaugh: Wait a minute, that is directly contrary to the Speaker's ruling yesterday afternoon.

Mr. Chairman: I am reading rule 31(c).

Mr. Breaugh: You are reading a rule, that's fine, but you have a precedent set yesterday afternoon in the Legislature by the Speaker of this House and upheld by the House.

Mr. S. Smith: He is challenging the ruling.

Mr. Breaugh: I am not challenging anything. I am informing the Chairman of this committee of a ruling of the present Speaker of the House which was upheld yesterday afternoon by the House.

Mr. Kennedy: Challenge the ruling.

Mr. Breaugh: No, I am not challenging the ruling. I am simply informing the Chairman of the precedent in this matter.

Mr. Chairman: All I can do—and I am not aware of the Speaker's ruling yesterday, I wasn't in the House at the time the ruling was made—all I can say is that I have to go on the basis of—

Mr. Breaugh: Could I get you to reserve judgement then, to adjourn again as you just did to seek the precedent?

Mr. S. Smith: He made a ruling, challenge it or not.

Mr. Breaugh: I have not heard the Chairman make a ruling yet.

Mr. Chairman: What you are asking, Mr. Breaugh, is that we have a short recess again.

Mr. Breaugh: If you are unclear about the interpretation of that particular rule then I certainly think you should clarify it.

Mr. Chairman: Mr. Breaugh, I am not really unclear about it; I am simply reading the standing order 31(c) which says that such a motion is not debatable, and I so move, because I think we really have to get on with it. Otherwise we are going to be completely bogged down in technicalities, as we have been all afternoon.

Hon. Mr. Timbrell: Mr. Chairman, I have now figured out what the Abbott and Costello routine—who's on first, what's on second—is based on, a parliamentary committee.

Mr. Sweeney: Mr. Chairman, make a ruling.

Mr. Chairman: We have a motion to adjourn the debate. Shall the motion carry? All those in favour of the motion please signify.

Do you want me to read the members of the committee who are present?

Mr. Blundy, Mr. Breaugh, Mr. Cooke, Mr. Elgie, Ms. Gigantes, Mr. Jones, Mr. Kennedy, Mr. Conway, Mr. Leluk, Mr. McClellan, Mr. Turner, Mr. Rowe, Mr. S. Smith, Mr. Van Horne, Mr. Villeneuve.

All those in favour of the motion please signify?

An hon. member: What are we voting for?

Mr. S. Smith: To adjourn the debate.

Mr. Chairman: To adjourn the debate.

An hon. member: No.

Mr. S. Smith: Yes, for heaven's sake. Don't you know what you are doing?

[4:00]

Mr. Chairman: I put the question again. All those in favour of adjourning the debate please signify.

All those opposed?

The motion is defeated.

Mr. Jones: I move that the question now be put.

Mr. Chairman: The question shall now be put, moved by Mr. Breaugh and seconded by Mr. McClellan, that the committee recommends the immediate dismissal from office of the Minister of Health for the reason that the minister and/or his staff are responsible for presenting inaccurate material to the committee in the form of a report which had been altered; and upon threat of subpoena produced a second and diametrically opposed version; and that the minister also subsequently admitted to the House that the dates and contents of this report were inaccurate.

All those in favour of the motion please signify.

All those opposed?

The motion is defeated.

Mr. S. Smith: You don't hang a guy without a trial.

Mr. Breaugh: It's only on Tuesday afternoon you do that. On Wednesday you have a different position.

Mr. S. Smith: We weren't demanding his resignation.

Mr. Breaugh: Oh, come on, you're unreal.

Mr. Chairman: Order.

Mr. S. Smith: Your act may have fooled a few people in the press yesterday; it won't do so today. You're hanging him without a trial.

Mr. Conway: On a point of privilege. Since a lot has been said, properly so, this afternoon about privileges and that which has brought us here this afternoon, I too would like, because I think my privileges are in some way affected, to read into the record something read into the record by the hon. leader of the New Democratic Party in the House on April 11, and I quote: "I just want to say on behalf of my party, Mr. Speaker, I think the privileges of the House have been grossly abused by the way in which the Minister of Health has allowed this to go ahead, and I believe the matter should be brought before the standing committee on procedural affairs in order to account for the way in which the privileges of this House have been abused."

I think that's pertinent in light of the carryings-on by the members opposite this afternoon.

Mr. Martel: What's your point of privilege?

Mr. Breaugh: Four of the clock.

Mr. S. Smith: Yesterday it's procedural affairs, today a kangaroo court, eh?

Mr. Chairman: Order.

Hon. Mr. Timbrell: Mr. Chairman, as the hangee, may I find out from you, sir, whether it is your intention that we carry on, that I finish?

Mr. Chairman: Yes. Mr. Minister, I would appreciate it, with the concurrence of the committee, if you could complete your statement and file the documents that you have here. How long do you think it will take?

Hon. Mr. Timbrell: It is going to take about 15 or 20 minutes.

Mr. Chairman: It will take about 15 or 20 minutes, Mr. Turner.

Hon. Mr. Timbrell: Actually, it will take more nearly half an hour. I forgot it's not double-spaced.

Interjections.

Mr. Chairman: Order, the minister has the floor.

Hon. Mr. Timbrell: Going back to where I had hoped the committee would have started today, when the committee adjourned on Monday, we were discussing the 1976 report of the Economic Council and the various recommendations, the various major issues.

The third issue which was identified in that report in 1976 was the question of the distribution of physicians and hospitals. In there they commented that the need for controls on physician distribution by loca-

tion and specialty be implemented. This was a comment there, that only those physicians approved by OHIP be allowed to bill the plan and that this proposal be accompanied by appropriate incentive schemes. This is again paraphrasing that report.

Our progress to date has been in the areas of new manpower management and the relocation of existing manpower. In the area of manpower management, the provincial objective is to hold the physician population ratio at about one to 585 and to maintain the current relative proportion of specialists to general practitioners, which is approximately 45 to 55. The twin instruments for the implementation of this policy are control of undergraduate and post-graduate enrolment and output in Ontario and control of physician immigration into Ontario.

Medical school undergraduate enrolments have for the present been frozen. This means that the medical school output for 1978 and subsequently will be about 600 annually. Post-graduate enrolments are being maintained to support a desirable mix of primary versus specialist output. Formal responsibility for deciding upon the eligibility of immigrants rests with the federal employment and immigration commission. The regulations require that a physician applicant give evidence of eligibility of licence and a job offer related to a position which is needed and which cannot be filled by a Canadian citizen or landed immigrant.

After a review of the evidence provided, the ministry through the Canada Manpower centres advises the Department of Immigration of the acceptability or otherwise of the applicant. Since the immigration controls were imposed in 1975, the influx of foreign doctors has steadily declined. Foreign medical graduates entering Ontario as sponsored dependents have been the subject of review by the medical manpower advisory committee to the ministry.

More effective measures in the control of medical manpower numbers may require consideration, for example, restrictions on the licensing of physicians to those trained by North American standards. However, such proposals require careful study by interested professional groups.

With respect to the geographical location of physicians, in 1969 we established the underserved area plan to ensure adequate physician services to all areas of the province. In all, 170 areas have been designated as underserved. In January 1978, we had 264 physicians in 151 communities. As for those restrictions on physicians billing OHIP under the present arrangement, only physicians

judged eligible by OHIP can submit claims to the plan. The Act permits all physicians licensed by the Ontario College of Physicians and Surgeons to bill the plan. Restricting billing privileges to physicians in the approved locations will not, in and of itself, affect the redistribution of physicians because physicians could simply bill subscribers. In light of the systems that are in place, we do not feel at this time that further controls on the mix and location of physicians should be imposed.

The fourth time had to do with financing health care and the incentive system. Again, I'm paraphrasing the recommendations in that 1976 report. They indicated that although re-directing the health care system to areas of prevention of illness and promotion of health is important and should receive greater support, solving financing problems must include incentives that are in consonance with the delivery system. Thus, restructuring and re-orientation of the health care system must be supported by appropriate incentive schemes, such as patient cost-sharing and alternate payment mechanisms to practitioners and hospitals.

Patient cost-sharing is an issue which has arisen on many occasions throughout the years. As indicated in the documents which you received recently, it was considered and rejected as recently as the fall of 1977. Alternate payment mechanisms to practitioners and hospitals is perhaps an area to which the committee may wish to devote some of its discussion, and I hope they will. With regard to the final issue in this report, which is pharmacare and denticare, I fully expect that these will also be addressed by the committee. If you agree, I'll leave those for now.

Question 10 contained a number of individual questions relating to the subject of enrolment in OHIP. I can quickly run through these. The question was what are the most recent statistics for OHIP enrolment according to the usual subscription categories. As indicated on the schedule which you received last Wednesday, the total OHIP enrolment as at September 30, 1977, was 8.446 million.

This is broken down with the usual subscription categories as follows: groups, 5,414,600 or 64.1 per cent; full pay, 1,162,300 or 13.8 per cent; partially assisted, 6,500, or 0.1 per cent; and fully assisted, 285,600 or 3.4 per cent. I would emphasize that when we talk about the assisted, we are talking of six to eight months ago. The recent increase in the taxable income ceilings in the budget have changed those significantly.

The figures are: temporary assisted, 70,000,

or 0.8 per cent; 65 and over and, therefore, no premiums, 977,900 or 11.6 per cent; DVA 37,100 or 0.4 per cent; municipal welfare 151,900 or 1.8 per cent; and provincial welfare or family benefits, if you will, 340,100 or 4.0 per cent. Again, a total of 8,446,000 subscribers, 100 per cent.

The next question was "Has the ministry calculated the number of participants and/or insured persons according to the latest revised census projection?" We have and I have just given those figures.

The next question was: "Does the ministry have any basis, other than census projections, for estimating participants and/or insured persons and if so what is it?" The answer is no. But we do have a means of counting patients who received services based on statement of claim. Generally, the numbers are high. However, the system lacks unique personal identification; for example, an individual through change of jobs could use more than one certificate number and hence would be counted more than once. Again, I did table last week documents responding to the interest of several members of the committee on the question of unique personal identifier and I suspect we will get back to that. I think we agree that one of the stumbling blocks at this point is the question of confidentiality once you implement such a system.

The next question was: "Does the ministry feel that the number of single and family certificates is consistent with census counts and projections? If not, how does it reconcile the apparent inconsistency?" The answer to that is simply yes. Family data is consistent —2.2 million, which is our figure, versus 2.1 million, theirs in the census. The single data is 1.5 million—our figure versus 3.7 million their figure. But no reconciliation can be made at this time until the federal definition is studied.

The difference likely lies in the age criteria. Male OHIP, single, is 21 if he's still going to school, and that may be at the root of the problem. Regarding the inter-relationship between the number of family certificates and the number of participants, we use the following calculation: Under family composition, 65 and over, two participants per certificate; others, we use the family factor of 3.304. The family factor was derived as follows: We took the total family certificates of 2,198,684, then we subtracted the 65-and-over certificates of 274,714 which left a net figure for family certificates of 1,923,970 and a certified net population of 8,446—and I will table this, I think, with Hansard just to make

sure it's accurately reported—less the 65 and over which is 549,400 and single participants of 1,538,800; a total of 2,088,200 which gives you net family participants of 6,357,800 which you then divide by 1,924,000 which was the earlier net figure. It gives you the 3.304.

The next question was: "What validation procedures in claims administration take place to ensure that a patient to whom insured services have been rendered is in fact a single subscriber or a family subscriber or a dependant of a family subscriber?" I included in the documents a flow chart of the OHIP claims processing computer system. I believe that was circulated the last time—a week ago I guess it is now. Starting at the left of the diagram, a validity check is run which 1. compares the contract number for integrity, to make certain a patient is legitimately insured by OHIP; and 2. checks for information in name and birth-date field.

Next, in addition to the eligibility, there are checks for the practitioner or laboratory; the following items are reviewed: 1. the status of the contract is checked—in other words, is it in force?; 2. it checks for the surname match on file with the contract number; 3. for single contracts, it matches subscriber information against established claim history—for example, 21 years of age, birth date matches, Christian and surname match and so on; 4. for family certificates, a similar match is made with the claim history insuring that there is one contract holder, one spouse and that no other claimant over 21 years of age is accepted; and finally 5. the claim is recorded against appropriate participant if prior claims have been approved; otherwise a new participant is generated.

Continuing with question 10 which, you will understand by now if you haven't got the questions in front of you, is a sort of multi-faceted question, "What is the definition of resident in Ontario?"

Mr. Laughren: Is that a multiple choice question?

Hon. Mr. Timbrell: No, I am afraid not. [4:15]

Mr. Laughren: Multiple choice question. You would like that, wouldn't you, Dennis? You could just pick your choice.

Hon. Mr. Timbrell: A, B, C, D, E or none of the above.

The next part was: "What is the definition of 'resident in Ontario' as used by the ministry for administration purposes?" Section 10 of the Health Insurance Act defines "resident" thus: "Resident" means a person

who is legally entitled to remain in Canada and who makes his home and is ordinarily present in Ontario but does not include a tourist or transient or a visitor to Ontario."

The next part of the question was: "Does the ministry know or have any idea how many subscribers live outside Ontario for longer than three months in any premium year, for longer than six months, for longer than nine months?" This is the type of information that our present system is simply not capable of providing. In short, the answers to these questions are no, no, no. We'll come back to that again in discussing the possibility of the unique personal identifier and all that falls under that.

Question 11 was in two parts, the first as follows: "Will the ministry provide us with the studies of alternatives to the premium system implied by the Treasurer in his statement on page 15 of the 1978 budget where he says, 'we have considered other alternatives and rejected them?'" Here, as with questions three and four, I would respectfully suggest that this be referred to the Treasurer when he appears before the committee, perhaps next Monday as he has indicated he would be available to do so.

The second part of the question is as follows: "Will the ministry provide us with the studies mentioned by the Treasurer on page 15 of budget paper B of the 1976 budget where he says, 'Other forms of user charges are also being studied by the Ministry of Health with the objective of strengthening the link between utilization of health services and the cost of providing these services?'" Among the options considered for 1976 were a flat deterrent fee, a standard deductible amount before coverage under OHIP and full payment for elective surgery. Detailed studies on these items are not available, but reference to the document tabled on Monday on proposed measures to eliminate the shortfall in the 1978-79 plan indicates that similar measures were considered even more recently.

Question 12 reads as follows: "For the last five fiscal years what does the ministry consider to have been achieved in reducing, controlling or curtailing the cost of insured services?"

As I indicated in response to an earlier question, I think this is either evident in the material we have provided to the committee or will become evident during the course of our discussions. Specifically I would refer back to the schedule previously tabled which indicated successes in the area controlling administration costs. We can, if you wish, get into more detail on that later on.

Question 13: "How many employees are engaged in the administration of OHIP? Does the ministry have a breakdown by the following categories: practitioner services, hospital services, ambulance services, Extendicare, home care?"

I must confess I do find the question just a little bit confused, but I would offer the following information in the hope it will satisfy the intent of the question. One, with respect to the operation of OHIP the following are staff totals for the individual branches of OHIP: general manager's branch—16 staff; enrolment—598; claims—1,594; professional services monitoring—19; for a total of 2,218. It really is hardly appropriate to specify those staff within OHIP who deal with practitioner services and so on, since substantial overlapping of function is necessary for the day-to-day operation of the system.

With respect to hospital services, this is primarily the responsibility of the institutional division of the ministry, as I previously pointed out. The figures for this division are as follows: executive director's office 7; institutional operations 42; institutional planning 27; for a total of 76 staff in that institutional division which oversees the operation of hospitals.

With respect to Extendicare we have 66 staff in the nursing home inspection service and 17 staff within the finance and accounting branch who are involved with extended care. This is roughly a \$130 million a year program now.

The home care program has a staff of five and as at January 31, 1978 the ambulance services branch had a total complement of 308 which includes those 10 ambulance services which are directly operated by the ministry, the two largest of those being Windsor and Ottawa.

These statistics may be further broken down into the following categories: administration 41; field operations—managers, where there are six or more ambulances 3; assistant managers 3; managers where there are five or fewer ambulances 7; shift supervisors 39; emergency medical assistance 2; emergency medical technicians 180; driver attendants 12; clerical 5; dispatch supervisors, 3; dispatch shift supervisors, 2; and ambulance dispatchers, 11, which gives a total of 267 under field operations, and when added to administration gives 308. In addition, central support services are provided by the following branches: data development and evaluation, systems management and co-ordination, human resources, communications, finance and accounting, fiscal resources and supply and services.

Question 14 requests internal documents dating back to 1971. Specifically, the question reads as follows: "Will the ministry supply us with all documents produced as a result of the October 1971 directive to prepare proposals which would achieve savings over estimated expenditures of 15 per cent, prepared under Dr. Kinloch, former director of the medical services branch, for example, (1) submission to management committee medical plan funding shortage; (2) 'Medicare in Ontario, A Bad Scene'—remarks prepared for Hon. A. B. R. Lawrence, Minister of Health, April 1971, marked 'for discussion only'?"

Mr. Chairman, I have to tell you that to this point we have not been able to locate these items, the examples, let alone any related documents. I want to emphasize here again through the piece—and the Leader of the Opposition referred to this—we are trying to be as open as possible, to get at the question of the alternatives and to discuss the alternatives, the pros and the cons. We are tabling a report which may be it—we think it is the one you want—but the title and so forth you gave us are not this.

Mr. Breaugh: It is all wrong.

Hon. Mr. Timbrell: It is not this but we think this is what you are after.

Mr. Breaugh: You should help him out; he loves you.

Hon. Mr. Timbrell: I heard otherwise. I think the Leader of the Opposition was trying to be eminently fair, but I don't think he was going any further.

This is the report of the task force on OHIP cost control. It is now many years out of date. There are three volumes. The first is entitled, "Physician and Laboratory Services." The second deals with chiropractors, osteopaths, chiropodists, optometrists and dentists and volume three with clinical education systems and radiology-pathology hospital services. When you get into all of this you will find a number of comments and recommendations from staff of that day, many years ago, which will be obviously different from government policy. Obviously, senior staff and ministers of the day rejected that advice and the policies of the government are as they are in existence today, as enunciated by this minister and the government, which I am quite prepared and anxious to discuss and defend with you.

Question 15 is "Will the ministry provide us with all internal reports concerning methods of payment to private laboratories and any other reports concerning public and private laboratories, control of their costs and rationalization of their services?" I am tabling before the committee the following studies

concerning private laboratories. The first is the report from the laboratory study committee of 1976. The second is an internal report which deals with the subject of tendering for laboratory services. The third is a report from Woods, Gordon and Company on the Hamilton district program in laboratory medicine.

The laboratory study recommendations with the action taken can be summed up as follows:

1. More effective and efficient ordering of laboratory services. We have now introduced a standard requisition form for private laboratories and are considering a similar form for hospital use.

2. A laboratory services information system. This is now available through the OHIP system for private labs and the DBS volume indicator in hospital labs and efforts are now under way to compare costs.

3. Co-operation and integration of laboratory services. Two major vehicles have been established for this: The provincial laboratory advisory committee and 22 district laboratory committees which report through the district health councils. The terms of reference for the latter committee are not with us today. We will send it to you. With all the confusion it has been left behind.

4. Equitable funding for the public and private sectors. The Hamilton laboratory funding proposal contains the elements of this approach. In addition, the provincial laboratory advisory committee is evaluating alternative funding for hospital labs.

I might note here something that is significant, and I go back to the point that you will see there comments and recommendations which are clearly of a different philosophy and a different direction from anything the government has done or is doing on the question of laboratories. I might note that the billings for private labs were down between 1975-76, and 1976-77, not up, by \$5.5 million, which I think is indicative of significant progress on the part of the ministry.

The report on tendering for laboratory services was prepared by management consulting services in July 1976. Based on this report, we decided that for the time being we would not pursue the question of tendering for laboratory services.

Question 15 also asked: "Has the ministry produced an analysis of the Hamilton District Health Council program in laboratory medicine proposals concerning payment for laboratory services?" We are tabling today the Woods, Gordon and Company report of February 1976 in response to this question. Although the Hamilton study did not de-

monstrate conclusively that the hospitals overall were performing laboratory work at a cost less than the private sector, it is very apparent that the hospitals may be able to provide additional laboratory services to the community at incremental costs because of excess capacity in terms of space and equipment.

The laboratory review committee of the Hamilton district program in laboratory medicine was asked last fall by Mr. Chatfield, who was then the assistant deputy minister for institutional health services and now is the deputy minister of hospital services in Alberta, to prepare a proposal for the rationalization and funding of outpatient laboratory services for the district. This proposal will be presented in the near future by Dr. Suttie to our management committee.

It is proposed that the Hamilton district hospitals be funded on an area-wide laboratory—I know this is something the Leader of the Opposition would be interested in since it is in his backyard, so to speak. The proposal, I repeat, is that the Hamilton district hospitals be funded on an area-wide laboratory global budget for work performed above an established base for the outpatient work in the area at an established rate. The fee will be based on incremental costs only at a rate approximately half of the present fee schedule for laboratory services in the OMA fee schedule.

The St. Catharines General, the Port Colborne General and the Welland General hospitals have submitted a similar proposal for additional outpatients funding, and this is being processed at present.

There's only one other thing—

Mr. Breaugh: Just a small point; I know you haven't finished. We submitted some 14 questions today. I wonder, in order to get all of these things tabled before we pursue things, when the minister wraps up today, could we simply assume that he will make some brief remarks at the opening on Monday and table those documents? I'm not suggesting he has to table whole sets of documents, but there may be some.

Hon. Mr. Timbrell: Okay. I haven't even had a chance to look at them.

Mr. Breaugh: Yes, I appreciate that.

Hon. Mr. Timbrell: One of the things, for instance, is that some of them may be so old. Anyway, harking back to—you'd hardly know this is the same meeting, compared with half an hour ago—

Mr. McClellan: You've bored us to tears.

Hon. Mr. Timbrell: I'm sorry about that. I think it is important to note clearly what

was going on earlier. I don't say this in a pejorative sense but rather as an observer, because for most of the afternoon, aside from the odd point of privilege or order that I raised, I was an observer to what was going on.

I think it is important to note, first of all, that the party to my left—I don't think they would deny this; in fact, I think they stated it—didn't want this committee in the first place. Their position has been all along that they just don't want the premium increase and they didn't see the point of going to committee. They moved their motion of no confidence, and in their view that was the most appropriate way to deal with it. With respect, I would suggest that inasmuch as—

Ms. Gigantes: We voted for the committee.

Mr. McClellan: We voted to send it to committee.

Hon. Mr. Timbrell: I'm just making an observation about some comments and what's been going on, if I may.

Mr. Warner: Observe that we voted for the committee.

Hon. Mr. Timbrell: My observations could be quite incorrect, but I just offer them for what they're worth.

Ms. Gigantes: Our first priority was to roll back OHIP, not to sit in committee.

Hon. Mr. Timbrell: I understand that.

Mr. McClellan: We're here in the committee. We voted for the committee. What more do you want?

Hon. Mr. Timbrell: I didn't mean to spark—

Mr. Warner: Just when you had us all asleep.

Mr. Chairman: Order. It was a very quiet meeting a few moments ago.

Hon. Mr. Timbrell: I just want to make an observation or two, if that's in order.

Ms. Gigantes: Make them accurate.

Hon. Mr. Timbrell: You challenged me before. When I challenged you, you said, "Well, I believe." This is what I believe. What has happened from the first day the committee met — and you've talked about meeting for six days—is that there are certain members here who don't want to get to the point where the government discusses alternatives that have been rejected and why they've been rejected; who don't want to get to the point to let the Leader of the Opposition table his alternatives, in case he has any, and to carry on.

Mr. McClellan: That's simply not true.

Hon. Mr. Timbrell: This is just an observation, what I believe.

[4:30]

Mr. Warner: A faulty observation.

Hon. Mr. Timbrell: No, no—

Mr. McClellan: Just making it doesn't make it any more true.

Hon. Mr. Timbrell: I am anxious to get on with this job. I indicated earlier, and the committee may want to voice an opinion on this, that there are three questions there that deal with the Treasury. Since they are areas over which no other minister has responsibility, I would not presume to answer for them.

I did speak with the Treasurer last night, following the rise of the House, and he indicated that he would be free on Monday to come and deal with those questions. I just want to suggest that you may want to do that. I am certainly at your disposal later on. We'll get back to this, I know, later on.

The statement yesterday in the House was, if you will, my apology and, as I said in the statement, my clarification and explanation of what was a plain and simple clerical error in the ministry, one which embarrasses me, one which disappoints me in certain staff—I have to say that, and they know that—but nothing more than that. An honest, clerical error. It certainly was in no way an intent to mislead or to in any way abridge or offend the privileges of any particular member, or for that matter the committee, more importantly the whole committee and Parliament itself.

The statement speaks for itself. It is clear. I indicated earlier that I would be anxious and eager to answer the questions of the Leader of the Opposition. Last evening the Leader of the Opposition recounted his days as a practising psychiatrist, and all through this I have been thinking back to my days as a practising, if I can use that term, teacher. What I taught was history. The one area that I spent most time on with my classes, and it is interesting that it is the one thing that so many of my former students remind me of when I run into them, was the history of Parliament, the meaning of Parliament, the rights of Parliament, the value of Parliament to a free society.

Mr. Warner: Did you tell them about no taxation without legislation?

Hon. Mr. Timbrell: I guess it is to those young people and the image they have of me, that I would never purposely mislead Parliament. I would never purposely in any way abridge the rights of members of Parliament or Parliament itself. Put aside the question of career or whatever—whether all of us

were gone tomorrow, there would be others here—what is at stake here is something which is most important to me, and that is my honour.

Having reviewed this matter with my deputy minister and obtained from him the explanation of what happened at the staff level, I will stand here, I will stand in the House, I will stand anywhere and defend that honour as being intact; and challenge here or anywhere else any statement or intimation that I am somehow in any way suspect of misleading this committee or Parliament purposely.

Mr. Chairman: We didn't indicate a time for adjournment. Mr. Smith and Mr. Jones have indicated that they have a few brief comments.

Mr. S. Smith: Very brief. Two comments, basically. One is, I hope the minister will be here on Monday so that we can address the questions arising from the material which he has tabled—

Hon. Mr. Timbrell: Sorry to interrupt, but I didn't explore whether the Treasurer is free Tuesday and Wednesday. You started out with the six-day business. I've blocked out all the days but I know the Treasurer is free on Monday. If you wanted to deal with him on Monday I can come back on Tuesday.

Mr. Chairman: We'll perhaps deal with that matter later.

Mr. S. Smith: The other aspect was, I hope it's clear that although I don't in any way, impugn the honour or the integrity of the minister, and I think he knows that, I do have some unanswered questions and I would like the deputy to be given an opportunity to speak. Indirectly, he has really suffered a certain amount of criticism implied, perhaps, rather than expressed, and he is a valued civil servant and servant of the public and he deserves his day as well as the minister deserves his day to defend himself and to answer a few questions and explain his point of view. I also think that is natural justice, Mr. Chairman. So I just hope both of those esteemed gentlemen will be available to us on Monday should we decide to go with them rather than the Treasurer because I'm not finished with the item which was the basis of our discussion for most of the day. I do feel, at some point, we need some explanation and I'd be glad to let it rest until then.

Mr. Jones: Mr. Chairman, I alluded to it earlier today, as have others, that we have certain time constraints and when you think in terms of six days, and this is now our third, there are certain specific things that have

been referred to, both in the House and within the committee, that concern me lest we don't have time. We do have time in receiving these reports and we had the discussion just now about the Treasurer coming forward but I would, sir, like to move a motion. I would move a motion that the committee now move to have the alternatives to the OHIP premium increases as proposed by the official opposition be now presented and considered.

In making that motion, sir, I am aware of the comments about the Treasurer's attendance but it occurs to me, and I've understood it from the start, that any proposal given would need dollars and cents application that, perhaps, the Treasurer would be called upon to answer and, perhaps, provide dollars and cents too. So, sir, as I make this motion, mindful of the time constraints, we have the minister's continued commitment to provide us with all we need for working and I think we would be missing something critical if we didn't have the proposed alternatives, which, in the opening remarks of the Leader of the Opposition, included a couple of references to cards and some other specific things. I think we need have those in front of us at an early date and, especially, perhaps before the Treasurer attends so that dollars and cents can be applied to them.

Mr. Lewis: That's a very good motion.

Mr. S. Smith: What does the motion say?

Mr. Chairman: Mr. Jones, I presume that you're making a motion. Do you have it in writing?

Mr. Jones: I am, Mr. Chairman. I move that the committee now move to have the alternatives to the OHIP premium increases as proposed by the official opposition be now presented and considered.

Mr. Breaugh: I think we should invite the Treasurer.

Mr. S. Smith: How can that possibly be in order? Is somebody going to explain that to me?

Mr. Kennedy: That's what you came for.

Mr. Chairman: Mr. Jones, I presume that when you say: "... now move to have the alternatives ..." you're speaking of the next committee meeting. Is that what you have in mind?

Mr. Jones: Yes, sir.

Mr. S. Smith: What will exactly happen? Do we get arrested? Will we be boiled in oil? What exactly will happen?

Mr. Lewis: You may be forced to resign.

Mr. Jones: I'm sure they will give us some working papers.

Mr. S. Smith: No motion could be in order which forces us to do that.

Mr. Lewis: Will the member for London North cost the Liberal proposals in his infinite capacity with a calculator?

Mr. Jones: Mr. Chairman, earlier we did hear it confirmed and reconfirmed to the committee that at any point in time in the proceedings—and I remember that former Liberal House leader, Mr. Breithaupt, reiterating it—it was in order to put a motion at any time.

Mr. S. Smith: You are asking for something you can't cost.

Mr. Lewis: We are quoting.

Mr. Jones: Let's get on with something.

Mr. S. Smith: You're both afraid, aren't you? We'll go at my pace, not yours.

An hon. member: You set six days.

Mr. Jones: We've used three.

Mr. Chairman: Order.

Mr. Jones has moved that the committee now move to have the alternatives to the OHIP premium increases as proposed by the official opposition be now presented and considered. I rule that the motion is in order. Mr. Jones is a member of this committee and he can move a motion that applies to the direction and action of this committee in any way, and the majority of the committee rules. So, having said that, do you wish to speak to the motion, Mr. Turner?

Mr. Turner: I would like to move an amendment, Mr. Chairman.

Mr. Chairman: An amendment?

Mr. Lewis: It isn't in effect until Monday.

Mr. Chairman: May I hear your amendment, Mr. Turner?

Mr. Turner: I would move that the inclusion of all background papers pertaining to the alternatives be submitted at the present time. Is there anything wrong with that?

Mr. Chairman: Well, I presume you are putting that forward in a facetious manner, Mr. Turner.

Mr. Turner: No, no. With all respect, Mr. Chairman, if the Treasurer is coming here and we are going to discuss the financial implications, I think it is imperative that we have a look at the financial implications of the alternative as well. No, I do this with all seriousness.

Mr. Chairman: And you are proposing that the opposition produce their background papers? Is that the intent?

Mr. Turner: Their background or working

papers to justify whatever alternatives they put forth.

Mr. S. Smith: What about all our civil servants as well; shall I bring them all forward?

Mr. Breaugh: They are all here anyway.

Mr. Kennedy: Mr. Chairman, what are the constraints? Do we have only three days left?

Mr. Chairman: Yes, it was the agreement among the House leaders that there would be six sessions for this committee. Today is the third session and so that means that we have three remaining.

Mr. Kennedy: Well, I wonder if the opposition could hurry and, perhaps, we could get a look at it prior to Monday.

Interjections.

Mr. S. Smith: You don't want this committee to proceed. You certainly don't want us to interview the Treasurer; you want to get him off the hook. You don't want us to question the deputy minister.

Mr. Kennedy: We have three sessions left.

Mr. Chairman: Order. Mr. Turner has an amendment.

Mr. Conway: While Mr. Turner is drafting that, Mr. Chairman, I have a point of order. I would appreciate some evidence from you—for the minutes to be in order—as to how you square it with the terms of reference.

Mr. S. Smith: Well, the terms of reference of the committee are quite plain: to take into account the annual report of the Ministry of Health. We haven't had a chance yet to finish our interrogation of the minister. We have spent the last two days on the sort of nonsense that the NDP has brought in with a kangaroo court. We haven't had a chance to hear from the Treasurer yet. How can we possibly consider this a proper use of the committee? I know it's getting late and I know the NDP is disappointed that their kangaroo court hasn't hanged anybody, but the fact of the matter is that this is the most irresponsible type of motion I can possibly imagine coming forward; absolutely irresponsible. The NDP doesn't want alternatives because it makes them look like the irresponsible people they are. But if the government wants them. Give us a chance to question your ministers, for heaven's sake. We don't have the civil servants behind us, you know. But you'll get the figures in three days—in dollars and cents.

Mr. Jones: Who asked for them?

[4:45]

Mr. Chairman: Mr. Conway, in the view of the Chair, the motion would be one which would simply wind up the committee.

Mr. S. Smith: Exactly.

Mr. Chairman: While that may be the practical application of the motion, I entertained a motion which could have had the same impact. As chairman I say let's not turn the committee into a complete farce. I think the members do bear some responsibility. We were charged with the responsibility of reviewing the annual report of ministry, which discussion centred on the matter of OHIP premiums. That discussion has proceeded, albeit with certain interruptions from time to time.

But it seems to me that the committee does have the jurisdiction to order its affairs. In so doing, the membership of the committee has the responsibility for the direction which the committee takes. That is why I consider this motion is in order, having indicated to the membership of this committee that we have a serious responsibility and that we shouldn't play to the gallery and we shouldn't play games in here. We do have a responsibility to the people of the province, if not to one another, to carry out our function and our direction which was given to us by the House.

I am not going to lecture the committee any further. I am going to leave it at that. If you want me to put the motion, I shall do so and the majority of the committee will rule. I do indicate to the committee that we have had a rather raucous afternoon in the House yesterday with respect to this matter. Perhaps it would be well for all of us to cool it somewhat and get down to the serious business of looking after the people of Ontario.

Mr. Jones: Mr. Chairman, if I may take your comments in the very sincere way that you offered them to him. As the mover of this motion I was not trying to add to the raucous nature of the committee but rather quite sincerely trying to have the proposals that Health have considered and may have rejected, that we may want to consider and make recommendations on, as well as the other very noticeable comments that have come from the Leader of the Opposition—he has specific proposals and perhaps they run with some kind of parallels.

So it is to be able to consider them all in the same context and not to degenerate the committee any further into political games. That is not the purpose of the motion. As the committee votes on it, it can do as it sees fit. I say "presented." Of course the committee can deal with them as they so direct, in concert with the Treasurer's attendance, or as they direct at that time once they are tabled.

We are constantly receiving all this information. It strikes me that they are all part of

the mix, rather than being political gamesmanship of someone trying to make a timing that might suit or any of that. I am not attaching that suspicion to the motion. This is a sincere effort to try and have all these suggestions in front, in the hopes that everybody in the committee is sincere—that they are trying to offer something up that could be a valid proposal or an alternative to be looked at. I am sure that the ministry people are as anxious to hear them as we are.

Mr. Chairman: Having said that the committee has the responsibility for the direction of the committee and how it proceeds, I would point out to you, Mr. Jones, that under the order given to us by the House, there was no time limit with respect to when the proposals of the opposition would be coming forward. It was mentioned from time to time, of course, either here or in the House—

Mr. S. Smith: You weren't here for my opening speech.

Mr. Chairman: —that there were certain alternatives which were going to be advanced, but there was no time or date attached to that. I point out that as well.

Mr. S. Smith: During my opening address to this committee—I don't know if the member for Mississauga North was here or not—

Mr. Jones: I remember some of the ones you referred to.

Mr. S. Smith: —I made it very clear at that time that we do not have the entire civil service behind us, that we have a number of very interesting options that we have to decide from, and that in order to decide intelligently and not decide inadvertently something which has already been studied at quite great length and perhaps found wanting for some reason that we couldn't anticipate, we want the benefit of what the government has before it when it makes its decisions, so that we do not have to make our decisions based on inadequate information.

We have a number of proposals from which we are at present choosing for our package of alternatives. We have asked therefore, that we use the time of this committee to obtain some of the specific information which we asked for and which the ministry has in a co-operative manner been presenting to us. Unfortunately, we haven't even looked at over half the material yet. We've just got it today because of the delays which have been introduced into the proceedings here, which you are very familiar with. The fact of the matter is we have specific questions for two ministers, as I said in my opening address, the Minister of Health and the Treasurer.

We have already made a number of proposals with regard to the use of Wintario funds and so on, but we wish to have a package which we will present as a full package a week from today. That to me is very reasonable. We surely have the right to peruse the same task force reports and documentation that the minister and the Treasurer had when he made his decision. I think it's perfectly reasonable for us to be presenting alternatives. I have pledged to do so. It's somewhat unusual for an opposition to do that. It's much easier to do what the NDP does and just say: "Don't tax us. It's up to you where you get the money or whether you increase the deficit."

Mr. Warner: You saw our alternatives.

Mr. Foulds: Weren't you in the House for our leader's speech?

Mr. Warner: You missed it.

Mr. S. Smith: We are prepared to come across with alternatives, recognizing that when we do so we will be open to criticism because nothing one does in this world is perfect.

Mr. Warner: Wear a button marked "panic."

Mr. S. Smith: Naturally, there will be those hurt by whatever is suggested. We recognize that and we're willing to take our responsibility as an opposition to do that, but we ask you not to make a farce of the committee. We ask you to permit us to continue on what is a very reasonable schedule so that we can get our questions answered by the Treasurer, get our questions answered by the minister and the deputy minister, make certain that the information we've been given is the information we've asked for, examine it and then come back with our proposals, as I say, about a week from today. If the committee decides at that time it wants to sit longer in order to criticize our proposals or make constructive suggestions about it, that's fine. We certainly could do so.

My intention has been clear from the beginning and this motion at this time, in my view, if it passes, is basically saying to us that you don't really want us to participate in this manner. As far as I'm concerned, I actually happen to think it's out of order because it implies that you can make us do something when no motion is in order if it tries to make any members of Parliament do anything. You're not allowed to try and make anybody do anything. That's beside the point. I believe it's out of order. The chairman has ruled it in order. He has his reasons. I don't intend to challenge him.

Mr. Warner: You did yesterday.

Mr. S. Smith: I'll tell you that you really should not proceed with this motion now, and if you do, you're basically saying to the people of Ontario that you don't want me to question the Treasurer, you don't want me to check out the facts in these documents, you don't want me to have a chance to ask Mr. Backley and Mr. Timbrell the questions I have to ask, and you're not even willing to give an opposition with maybe one-one thousandth of the resources that you have in the civil service three days of hearings in order to make sure that they've made proper use of the data that's available. If you want to go before the people of Ontario with that, you will be doing so for purely political reasons and I trust they'll see through you.

Mr. Chairman: Mr. Jones, I just have one suggestion. I would gather—correct me if I'm wrong—that the thrust of your motion is to make sure that the opposition presents its alternatives and programs with respect to OHIP premiums, whether there are alternative proposal systems and what have you and get those alternatives before the committee. That's the main thrust of your motion, is it?

Mr. Jones: Indeed, but also recognizing, as we all have said, including the Leader of the Opposition, that the Treasurer plays a very key role to any of the considerations of a plan. For example, I alluded to the personal card. You had mentioned it. The minister then was triggered and able to supply you with some figures of the costings that had been done within his ministry.

I certainly don't propose to cut off any of the opportunities of questioning the Treasurer, the minister or people of the ministry. Nobody has.

Mr. Van Horne: Withdraw your motion.

Mr. Jones: You people can put an amendment if you want to fix a time to it.

Mr. Chairman: Order.

Mr. Jones: But I also heard the minister mention in his summation, as we have all recognized, that it is very difficult for him to identify any specific things that the opposition or any given member of the committee may need, wish or want in their considerations. In fact, as I heard him, he said, "We hope we are going in the direction in getting what you want." So it struck me that the four specific proposals or recommendations that the official opposition may have, and have said they would bring to the committee—I don't want to see us on the eleventh hour and then popping in—

Mr. S. Smith: We could sit another day. It doesn't matter.

Mr. Chairman: Order.

Mr. Jones: I want to see the balance of time in the committee used to the maximum benefit.

Mr. Chairman: Would it be satisfactory, Mr. Jones, if the committee agreed to have those alternatives put before the committee in time so that the committee can discuss those alternatives?

Mr. Jones: That is what we are saying, Mr. Chairman; not on the last day.

Mr. Chairman: What I am concerned about is that they be now presented—

Mr. Jones: They might add to them.

Mr. Chairman: What I am saying to you is, if it were just indicated that “I move that the committee now move to have the alternatives to the OHIP premium increases as proposed by the official opposition presented and considered,” would that meet your requirements?

Mr. Jones: Yes, that would be fine, Mr. Chairman.

Mr. Chairman: Then there is no problem as I see it.

Mr. Breaugh: I just wanted to ensure some measure of fairness in all of this. It strikes me the only way I could see some measure of unfairness coming into this is that I just heard the Leader of the Opposition say, that this committee will operate at the pace that he desires. I am a little taken aback by that. I thought this committee would order its own business; we would not operate at the pleasure of any individual member but collectively at the pleasure of the committee.

It seems to me we have had a reasonable request of sorts made here that presentation be made of alternatives in time that the committee might consider those. That seems quite reasonable to me. In fairness, I wouldn't want to pressure the Liberal Party into presenting anything. That would certainly be unfair and I wouldn't want to be accused of that. I would like to offer them the latitude to say what they would like, when they would like, where they would like.

I do not think it is an unfair request that they present their proposals on Monday. We have had three days of hearing from the Minister of Health. We have had three days of tabling substantial amounts of documents; we would like to consider those, and we have added some small measure of inquiries to those. It strikes me that it is now quite fair to expect we would not only have a presentation on the other side of some alternatives, but that the committee would have some opportunity to deliberate upon those.

That seems a reasonable thing to expect.

On the other hand, I have given up trying to get the members opposite to present to this committee a consistent point of view. Frankly, on this one I think I will sit it out.

Mr. Chairman: With the committee's agreement, could I put the motion?

Mr. Jones: I believe we have an amendment, do we not, Mr. Chairman?

Mr. Chairman: Yes, I'll read the motion and the amendment and put the question.

Mr. Jones moves that the committee now move to have the alternatives to the OHIP premium increases as proposed by the official opposition presented and considered.

Mr. Turner then moved a subamendment to the effect that all background papers be presented at the same time as alternatives to OHIP premiums by the official opposition.

Mr. S. Smith: I'm sorry; what was that? That we now move to have presented—

Mr. Chairman: No. Mr. Jones said his intent was to get those materials and alternatives out for discussion before the committee and indicated that he wasn't concerned about the “be now.”

[5:00]

Mr. S. Smith: Would you take it out then, please?

Mr. Chairman: I just did.

Mr. S. Smith: Will you please read the motion again, Mr. Chairman? I heard “be now” or “move now” or something.

Mr. Chairman: Mr. Jones moves that “the committee now move to have the—”

Mr. S. Smith: What does that mean, “now move”? We are moving now at this time.

Mr. Chairman: We are moving now, at this time, at 5 o'clock.

Mr. S. Smith: We don't need “now.” We know we are moving it some time in the world.

Mr. Chairman: All right. Okay, we will take out the initial “now.” “I move the committee move to have the alternatives to the OHIP premium increases as proposed by the official opposition presented and considered.” Mr. Turner subsequently moved an amendment “that all background papers be presented at the same time as alternatives to the OHIP premiums by the official opposition.”

Mr. Turner: Mr. Chairman, if I may, if that's going to cause any discomfort, I will withdraw my amendment.

Mr. Chairman: Now, just a moment—

Mr. Breaugh: That's fair. I think that's a wonderful measure of fairness.

Mr. Turner: Do you like that?

Mr. Jones: Mr. Chairman, on a point of clarification if I may. As you read that back to us my understanding is that the opposition would be tabling the material they would have in support, so that we could all work together with it—by Monday, can you do that?

Mr. S. Smith: I have told you you are going to get it on Wednesday. If you are going to pressure us for it before, then you want to make the committee a farce. I have to question the Treasurer. I have to question the Health minister. We have wasted two sessions already on another matter and if you are that much afraid of our alternatives, then why don't you just come out and say so?

Interjections.

Mr. Chairman: Well, I have put the motion.

Mr. S. Smith: Don't make a farce of the committee. That's what you are trying to do.

Mr. Chairman: I have put the motion and I will call the vote.

All those in favour of the motion, please signify.

All those opposed?

The motion carries seven to four.

Are there any views on the part of the committee with respect to the Treasurer appearing on Monday?

Mr. Conway: From my point of view it would be very useful to continue the questioning of the Minister of Health as I have only had a very limited time in which to do so and I appreciate the fact that the Treasurer may be available on Monday. It's my understanding though that this committee does have power to subpoena witnesses as it sees fit, and I think the Treasurer must surely consider this a priority and would make himself available.

For my part, I think it would be useful and I would suggest that the Minister of Health be available on Monday for further questioning.

Mr. Chairman: Agreed?

Hon. Mr. Timbrell: Mr. Chairman, let me just say that, speaking with the Treasurer, he has not been contacted by anyone to suggest a particular date and, like all ministers, he has a very heavy schedule of delegations to meet and other responsibilities. I know for my own part when the

committee was struck, I had to clear a great many meetings off the docket as it were and reschedule them. I inquired of him last night at about 10:45 when he might be free.

Interjection.

Hon. Mr. Timbrell: I think we have to think of the delegations. There might even be a delegation from Bellwoods that he's meeting at a particular time.

I only made that observation because I know that he is free that day. I don't know about other days. I will hold myself ready; if you want to see him first and if you are completed, I will hold myself ready.

Mr. Conway: I accept the minister's comments, Mr. Chairman, but I know, as the minister knows, from his earlier comments, it is a matter of the primacy of Parliament. The Treasurer will be delighted I am sure to accommodate the wishes of this committee and as one member, I would like to have the Minister of Health here on Monday afternoon.

Mr. S. Smith: Mr. Chairman, on a point of order, it's my understanding that the members of the New Democratic Party did not vote on the last motion. It's my understanding that under the rules of this House, and please correct me if I am wrong, they must be recorded therefore as being against the motion.

Mr. Warner: Not in committee; in the House that's true.

An hon. member: You can abstain in committee.

Mr. S. Smith: Could you please tell me where the difference lies?

Mr. Chairman: I am really having a busy afternoon.

Mr. S. Smith: It doesn't matter. The motion was defeated as far as I'm concerned. They have to be recorded as not voting.

Mr. Chairman: Wait until I check up the—

Mr. Foulds: The chairman has declared the motion carried. If you want to challenge the Chair you can do that.

Mr. S. Smith: We have just done that.

Mr. Warner: Are we to understand that you are challenging the Chair?

Mr. S. Smith: You don't understand anything.

Mr. Chairman: Let's all just relax. It is 5:05 and this is the last order of business, and I am going to take my time in reviewing the standing orders, if that's okay. You've

been punishing me all afternoon. I think I'll dismiss you for 15 minutes and then call you back.

Mr. Foulds: Let's do it.

Mr. Chairman: I should inform the committee that with respect to divisions the standing orders do not make any reference at all to committees, so I am going to have to defer your point, Mr. Smith, until tomorrow. I will make a ruling on it at that time.

Mr. Foulds: While you are considering that, Mr. Chairman, I would point out to you that there was not a division in the committee.

Mr. Breaugh: That's quite correct. Nor was there even one asked for.

Mr. Foulds: There was not a call for a recorded vote.

Mr. Breaugh: We want to get your committee chairmen a little up on the rules.

Mr. Foulds: For example, I draw to your attention, in the House the normal vote is "aye" and "nay" and with five people rising

you then have a division and a recorded vote.

Mr. Chairman: A recorded vote, yes.

Mr. Foulds: If the member is in the House then he must vote. He can absent himself, and many members do upon occasion. There was no division called for in the committee, there was no recorded vote asked for, and in that circumstance I would think the simple majority vote would carry. In other words, I am saying your original ruling was correct, as I understand the rules.

Mr. Chairman: I do draw the distinction between a division and a recorded vote and just a vote of the members.

Mr. Foulds: There wasn't any recorded vote.

Mr. Chairman: That's right.

Mr. Breaugh: Nor was one asked for.

Mr. Chairman: My previous comment stands; I'm going to have to check the matter out and determine it tomorrow.

The committee adjourned at 5:12 p.m.

SPEAKERS IN THIS ISSUE

Breaugh, M. (Oshawa NDP)
Breithaupt, J. R. (Kitchener L)
Cassidy, M. (Ottawa Centre NDP)
Conway, S. (Renfrew North L)
Gaunt, M.; Chairman (Huron-Bruce L)
Gigantes, E. (Carleton East NDP)
Hennessy, M. (Fort William PC)
Jones, T. (Mississauga North PC)
Kennedy, R. D. (Mississauga South PC)
Laughren, F. (Nickel Belt NDP)
Lewis, S. (Scarborough West NDP)
Martel, E. W. (Sudbury East NDP)
McClellan, R. (Bellwoods NDP)
Rowe, R. D. (Northumberland PC)
Smith, S.; Leader of the Opposition (Hamilton West L)
Sweeney, J. (Kitchener-Wilmot L)
Timbrell, Hon. D. R.; Minister of Health (Don Mills PC)
Turner, J. (Peterborough PC)
Van Horne, R. (London North L)
Warner, D. (Scarborough-Ellesmere NDP)
Wildman, B. (Algoma NDP)



Government
Publication

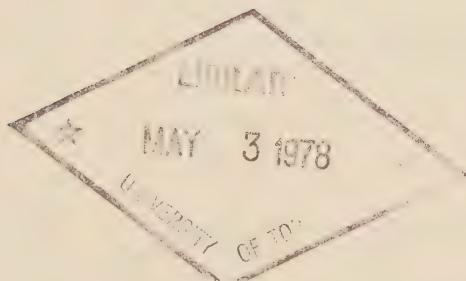
No. S-9

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Ministry of Health Annual Report 1976-77



Second Session, 31st Parliament

Monday, April 17, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

MONDAY, APRIL 17, 1978

The committee met at 3:37 p.m.

MINISTRY OF HEALTH ANNUAL REPORT 1976-77 (continued)

Mr. Chairman: I see a quorum. Before we begin, I would advise the committee we have come to a verbal agreement between the critics and the minister with respect to the allocation of time. The minister has agreed to answer the NDP questions and be before the committee today and tomorrow. The Treasurer (Mr. McKeough) would be before the committee on Wednesday; and also on Wednesday the Leader of the Opposition's (Mr. Smith) proposals would be before the committee.

Is there agreement on that course of action?

Mr. Kennedy: Mr. Chairman, I wanted to go over this material on the ministry's options to reduce costs and these measures to eliminate the shortfall, which perhaps tie in with the others. These are certainly things in which I am interested, and I think the members of the committee would be too, particularly user fees for both hospital and OHIP users. Then, of course, there are certain other ones, so I have a motion here that we now discuss these items of the options of cost containment contained in this report.

Mr. Chairman: Mr. Kennedy, I should indicate to you that certainly what you have raised is important, but Mr. Timbrell will be before the committee for the next two days and I am sure that the subject to which you have made reference could be dealt with, provided that you simply get on the list of the people who are prepared to participate in the questioning.

Mr. Kennedy: I would hope it would, but I didn't understand from our remarks that that would be the case; you'd deal with the NDP position today—

Mr. Chairman: No. What we're dealing with today would be the answer to the NDP questions which were posed on Wednesday last. Then I presume Mr. Breaugh will have some questions; and then perhaps Mr. Conway or Mr. Smith will have some ques-

tions; and if you want to get on my list you can pursue the interests you've indicated. If that's agreeable to the minister and to the committee I suggest that perhaps that would negate the need for the motion.

Hon. Mr. Timbrell: I was going to say, Mr. Chairman, that if Mr. Kennedy wants to be first on the list afterwards, I can answer his questions about that.

Mr. Kennedy: Could we have this somewhat comprehensive report on the list as a subject for discussion? This is really what I'm saying.

Mr. Chairman: Sure. I don't see any problem. It's only fair that I allow Mr. Breaugh to ask some questions in response to the questions posed on Wednesday, but I see no reason why we couldn't get into that.

Mr. Kennedy: Move into this as an item of the agenda.

Mr. Chairman: As far as I'm concerned; and if it's the wish of the committee, certainly I would say that can be done, Mr. Kennedy.

Is that a quorum call?

Mr. McClellan: Committees don't have to recess to answer a quorum call in the House.

Hon. Mr. Timbrell: If the House rises, we have to rise.

The committee recessed for a quorum call in the House.

On resumption:

[3:45]

Mr. Chairman: We will commence with the minister's statement in response to Mr. Breaugh's questions.

Hon. Mr. Timbrell: If I may, I would like to start today's sessions with answers to questions submitted on April 12 by Mr. Breaugh on behalf of his party, following answers given to the questions tabled by the official opposition party.

The first question from Mr. Breaugh was: "Can the minister provide this committee with information which compares Ontario with the following provinces in the following areas: (a) per capita costs and utilization of physicians' services; (b) per capita total health expenditures; and (c) health insurance administration costs; (d) time series for those

provinces where premiums have been abolished, so that we might see the effect on utilization."

In response to this question, I would like to point out to the members that we do not gather first-hand statistical information on the operation of other provincial health plans. Along with other provincial governments, however, we do receive comparative statistics which are gathered by the federal government.

These statistics, as they relate to the question, are presently being distributed—I hope, that was a cue. As indicated on the introductory page to the tables, the data was compiled by the health economics and statistics division, health programs branch, Health and Welfare Canada. These explanations accompanied the data which we received from Ottawa.

I would draw the members' attention to two statements in the introduction. In the second paragraph it is stated: "Accordingly, the data presented in these tables may differ slightly from published provincial health ministry budgetary expenditures." Further down the page, quoting again: "The assignment of expenditures to a specific category was sometimes arbitrary because of inconsistencies in the source data, variations in the classification of items from year to year in the public accounts, as well as lack of detail cause difficulties, so that some figures are estimates only." These are points which must be kept in mind when interpreting the data provided for all of the country.

In addition, there is significant lead time required to compile these statistics, and therefore 1976 represents the last year for which comparative data are available.

Reference to tables one through five will provide the available information as requested. It must be noted that utilization data, in the sense of numbers of services, numbers of claims, et cetera, are simply not available. As I mentioned earlier, we must rely on data compiled by the federal government for interprovincial comparisons. Although I believe last week we did table extensive data about claims and trends in claims, numbers and so forth, in Ontario. We just don't have it.

Mr. Breaugh: You can't get that at all?

Hon. Mr. Timbrell: Apparently not. Table one indicates the total expenditures on health as defined in the introductions; total provincial expenditures on health on a per capita basis are displayed in table two. From the table it can be seen that in the fiscal year ending March 31, 1976, the prov-

ince of Ontario spent \$379.94 for the health care of each resident of the province.

In that same year, the governments of all the provinces and territories spent an average of \$371.82 for the health care of every resident of Canada. This convergence of Ontario's health expenditures and those of Canada as a whole have not come about by chance; it reflects the basic objective of the government of Canada in setting up the cost-sharing arrangement of the Hospital Insurance and Diagnostic Services Act, and of the Medical Care Act.

The federal government has perceived that as there were regional differences in incomes across Canada, there were also differences in the levels of health care provided in the different regions. Spending on health was found to be a function of income. Since equalizing incomes in all of Canada's regions was not readily feasible, it was decided that federal-provincial cost-sharing on health, coupled with an equalization scheme, should promote per capita equality of health spending across the nation. Thus the object was to raise the health-to-GPP ratio in the poorer provinces and to lower it in the richer ones, such as Ontario, so that per capita expenditures on health would become more equal. The figures in table two leave no doubt that this national objective has and is continuing to be served.

Reference to tables six and seven provides a comparative figure of administrative costs across the provinces. The comparative provincial data compiled by Health and Welfare Canada does not provide the administrative costs of medical services separately.

The reported administrative costs apply to the category medical, dental and other personal services. These costs are displayed in table six. However, since medical services consistently account for from 80 to 85 per cent of medical, dental and other services, the ratios of administrative to total costs displayed in table seven should serve the purpose.

Those who wish to examine the correlation between medical services and medical, dental and other services should refer to tables three and five.

The ratios of administrative costs to medical, dental and other services are displayed in table seven. It will be noted that in the fiscal year ending March 31, 1976, administrative costs for all provinces represented 4.7 per cent of total expenditures. This is a good performance by most standards. Ontario's administrative costs represented only 3.9 per cent of total expenditures in the same

year, which is obviously an even better performance.

Until 1969 Ontario's spending in this area was relatively modest, with attending higher administrative costs. However, as the scope of the programs increased and the administrative systems were refined, relative administrative costs showed a steady decline from 9.7 per cent in 1970 to 3.9 per cent in 1976. In this regard, two of the figures which appear unusually high, Nova Scotia in 1969 and Manitoba in 1968, are the result of relatively modest expenditures accompanied by high startup costs.

Regarding administration costs, I would suggest that the schedule tabled on April 5 will provide a more complete breakdown of administration costs for Ontario. In the attachment to that schedule a detailed costing of OHIP costs was provided. Reference to that schedule in comparison to table six will indicate differences in total administration costs for the fiscal years ending 1974, 1975 and 1976. These differences are attributable to the methods of calculation which have been used by the federal government in compiling the data.

Since similar calculations were used to determine the administration costs of other provinces, tables six and seven are still useful for comparative purposes. Finally, it will be noted that the tables provided do, indeed, present a time series from 1967 to 1976 which, as I mentioned, is the latest data the Ministry of Health has received from the federal government.

Question two was: "What studies, if any, does the government now have to support the minister's contention that increased premiums will have an impact on utilization and could these be tabled?"

Question four was: "Are there studies which suggest that premiums increase awareness of health costs?"

Mr. Chairman, the members of the committee are aware of the government's view that premiums provide a visible link between OHIP participants and the costs of health care. As far as any formal studies illustrating the interrelationships between premiums, cost awareness and utilization, the Ministry of Health has conducted no such formal studies, particularly since premiums are but one element affecting utilization of services.

Since this question is similar to those raised by the Liberty Party last week relating to financing studies, I would respectfully suggest that this is a matter the committee may wish to address with the Treasurer when he appears before the committee on Wednesday.

Mr. Breaugh: Are you saying you have no basis in terms of a study for this assumption that your visible link is important and that, in fact, it's a hunch?

Hon. Mr. Timbrell: I'm saying the Ministry of Health has done no formal studies as such. It's been a philosophy or point of view of the government for the better part of a decade that this visible link, this connection, which is only one of a variety of factors affecting it—

Mr. Breaugh: But you have no basis for that, other than hunch, philosophy, intuition?

Hon. Mr. Timbrell: We have done no formal studies as such.

Mr. Breaugh: This has got to be the only thing in the world for which you have not done a formal study.

Hon. Mr. Timbrell: There's a lot of things.

Mr. S. Smith: Did I understand the minister to say the ministry has not done a study on this so-called visible link? Perhaps in his mind a study is something different from a task force, is that the idea? The report of the task force on OHIP cost control in his ministry, March 1973, says: "Increased premiums: Although an increase in premiums may make the public more aware of the high cost of health care, it will not serve as a deterrent to unnecessary utilization for those who have paid the premium. Premiums are a regressive source of financing and an inappropriate mechanism for controlling utilization."

I accept that he didn't say they've never had a task force on the subject. He only said they've never done a study on the subject. Perhaps there's a difference which has escaped my understanding.

Hon. Mr. Timbrell: No. As I recall, I think you'll find that's an opinion stated by the author or authors—

Mr. S. Smith: Whereas the Taylor report is very different from that, isn't it? It's not an opinion.

Hon. Mr. Timbrell: —it is not a quantitative study of data, and that's what I'm referring to.

Mr. S. Smith: I see.

Hon. Mr. Timbrell: It's only an opinion, and you'll find all kinds of opinions.

Mr. S. Smith: What do you call the Taylor report?

Mr. McClellan: Not wanting to belabour it, could the minister just identify the authors of that report; just for my own benefit? Other people may have that information, but I don't.

Mr. S. Smith: It's in document number 10.

Hon. Mr. Timbrell: We'll check on that and come back.

Mr. McClellan: I have the document. I wondered if we could have a list of the task force membership, just so we can know whose opinion the minister is so cavalierly disregarding.

Hon. Mr. Timbrell: We can check. It came from the personal health division and there is no list of the membership of it.

Mr. Breaugh: In that instance, you've got a study and you don't know who did it.

Hon. Mr. Timbrell: No, no; it was done in the personal health division. At this point I don't have with me a record—

Mr. Breaugh: I didn't ask you—

Hon. Mr. Timbrell: —of who the staff were on this kind of thing.

Mr. Breaugh: All right.

Hon. Mr. Timbrell: And since in five years, most of the senior staff of the ministry—the minister, deputy and most of the deputy ministers—have changed, none of us were involved with it.

On question three, Mr. Chairman—

Mr. Cassidy: Before the minister goes on: our question was framed very generally and looked to studies which might exist independent of the Ministry of Health, either carried out within Ontario, say in the government sector, or else carried out in other jurisdictions that also have or have had or are considering health premiums? Does the minister's reply indicate that in so far as his search of the literature is concerned the ministry is simply not aware of studies from other jurisdictions that would substantiate the claim that there is a visible link?

Hon. Mr. Timbrell: I took it to mean: "Have we done any particular formal studies?" The answer is no. But I'll check the bibliography. I think we'll find there are some outside of Ontario, within Canada, Europe and so forth.

Mr. Cassidy: I think our check suggests there may be one which points the other way.

Hon. Mr. Timbrell: Well that's true of any subject.

Mr. Cassidy: I'm suggesting that it's the only one and that the results point the other way. In view of the statement by the senior ministry staff, and the suppressed but later released—

Hon. Mr. Timbrell: Mr. Chairman, on a point of privilege—

Mr. Chairman: Mr. Cassidy—

Mr. Cassidy: I'm sorry, I'm not showing disrespect, I withdraw that word right now; but I want to say that in view of the comments by senior staff in the ministry on the document which was tabled after the minister's first tabling of comments on the Taylor report—that's as non-controversial as I can get—I want to know, if we turn that question around and ask were there any studies which supported our contention and that there is no visible link, are there studies which give conclusions in the other direction?

Hon. Mr. Timbrell: Not that we've done.

Mr. Chairman: Could we complete the minister's statement?

Hon. Mr. Timbrell: Question three was: "What evidence, if any, does the government have that people use health services unnecessarily?" There are no extensive studies for Ontario which indicate that people use health services unnecessarily. There certainly are signs, however, that give rise to a concern that health services are not being used in the most appropriate fashion. The number of claims submitted to OHIP, for example, has risen drastically over the past five years, from over four per person per year in 1972 to over six per person per year in 1977.

The increase in OHIP payments for physicians and practitioners has risen from \$560.5 million in 1973-74 to a projected \$958.5 million in 1978-79. As we have indicated in our recent cost awareness campaign, inappropriate use may be the result of simply not taking proper care of ourselves. As was stated in some of our advertisements, the healthier we are the fewer demands we make of the system. This does require effort on the part of individuals to practise preventive health care in the area of their own lifestyle. Frankly, it may be something as simple as following wholeheartedly and to proper conclusion a doctor's advice. In fact, it's shocking some of the figures one sees of the numbers of people who having been given a prescription or a particular set of instructions or advice on lifestyle just try it for a while and then drop it and end up coming back with the same or worse symptoms.

Inappropriate use of the various components within the health-care system might also to some extent be attributed to the structural characteristics of the system, although this factor will play a decreasing role in the years ahead. For example, much of our health-care system evolved during a time when the primary emphasis was placed on institutional settings for the provision of

care. This stemmed from both the traditional role of the hospital and partly as a function of early cost-sharing arrangements.

[4:00]

As you know, over the past few years an increasing emphasis has been placed on alternate forms of care and deinstitutionalization. These efforts are directed to ensuring that the structural characteristics of the system do not in themselves encourage inappropriate use of the various components of the system. I might add that detailed and comprehensive studies of utilization patterns are simply not possible without a unique personal identifier, which we discussed last week.

Without UPI, it is extremely difficult to trace individual utilization patterns. Closely tied to this subject of utilization is the question of hospital utilization, which is raised by question number nine. If I may, I will respond to—

Mr. Breagh: Could I interject again here, because I find this rather significant?

In this instance where you have made an assumption that there is some considerable unnecessary use of the health care system, once again you have no study to support this. The problem that I am having frankly is that this is the case in two major thrusts of what you are now trying to do. In the matter of the visible link, you say you have no supportive data there at all, save and except opinion. Further, you are doing an advertising campaign now saying don't abuse the health care system, but again the basic assumption has no study to support it.

Hon. Mr. Timbrell: But I pointed out some signs—

Mr. McClellan: This may be helpful, because it relates to previous comments. The task force itself has equally categorical and unequivocal arguments against the mythology of patient over-utilization, as they did with respect to the visible link. On pages 14, 15 and 16, they argue very persuasively that it is a set of mythologies we are dealing with when we are talking about patient over-utilization. So your studies show the opposite of what you contend here.

Hon. Mr. Timbrell: Okay, but just on that particular campaign: I have maintained all along that we spend probably far too much time looking for any one villain in the piece. There are those who try to pin it on—

Mr. McClellan: Those are causes, not villains; we are looking for causes.

Hon. Mr. Timbrell: I am talking about the attitudes displayed in some of the ma-

terial that comes across my desk and things that I hear. I think there are problems in all sectors in the way the system has developed.

Certainly a signpost of a 50 per cent growth in the number of claims per person per year in five years, without a corresponding improvement in the level of health care in the province, is one that you have to be concerned about.

Mr. McClellan: Right, but the question is what is the cause and how to deal with it?

Mr. Breagh: Are you saying, as well, that you have never in the history of your ministry, to your knowledge, done even such a simple thing as a sample study of a particular hospital, or a random sampling of individual OHIP billings that you think are out of line? Are you saying that you never have taken the time to determine in study form, however simplistic it might be, this simple fact that's the basis of all your assumptions now, that people are or are not using the health care system unnecessarily?

Hon. Mr. Timbrell: I think we have been very careful not to fall into the trap of assumption, except to say "look—"

Mr. Breagh: Then what the hell is—

Hon. Mr. Timbrell: No, hold it.

Mr. Breagh: —the basis for the ad campaign?

Hon. Mr. Timbrell: Here's a caution sign; utilization is up 50 per cent in five years. Is this absolutely necessary? Through Dr. Gold's section in OHIP we do regularly sample various medical practices for possible referral to the medical review committee. We are doing that all the time; and as I get to the response on number nine we can talk about surgery and a project we have under way there which I think is going to be very useful to us—

Mr. Breagh: But in effect, again, the government has made the assumption without the study.

Hon. Mr. Timbrell: —but as to a province-wide assessment; no, not in the sense that I think you meant your question.

Mr. Breagh: You in fact don't know whether anybody uses the health care system unnecessarily?

Hon. Mr. Timbrell: There have been, years ago I think, certain patient profiles—I think I am correct in that—it was long before my time. The point is we are not trying to come at it on the basis of trying to attack the patients as being abusers of the system or any particular element as being abusers of the system. We recognize there

has been tremendous growth in utilization, in terms of practitioners' services and medical services. That gives us cause for concern, so we are trying, in a variety of ways, including that advertising campaign, to draw to the attention of the public the things that are being done to control health costs and how the utilization has gone up.

There are really three main themes of the ministry, the first being deinstitutionalization, the second being decentralization of decision-making and priority-setting, and the third being individual responsibility in terms of lifestyle to prevent illness and injury in terms of looking after our own minor illnesses and injuries. Our goal is to slow down—it's not a matter of reversing—the rate of growth of utilization, because it's clear that there is no corresponding improvement in the overall level of health care that a 50 per cent increase in utilization might lead you to look for.

Mr. Breaugh: Have you done a study to that effect?

Hon. Mr. Timbrell: We've discussed it in various ministers' meetings, looking at various pieces of data, such as what we've got here, and deciding to get into things such as the advertising program. But a formal study as such, no.

Mr. Breaugh: So you don't have any basis for that claim either. That's what bothers me—

Hon. Mr. Timbrell: I don't think you need a formal study to tell you that a 50 per cent increase in utilization in five years is a problem—

Mr. Breaugh: It's a cost problem.

Hon. Mr. Timbrell: —and that you should do something about it to draw it to people's attention, to ask whether we really need to use the services in the way we do as often as we do, without limiting people's options. That's certainly not part of the exercise.

Mr. McClellan: The problem is identified clearly in the task force as resting with the medical profession, but your only response is in the direction, if I can say it, of reinforcing the mythology that it's you and me and OHIP subscribers who are responsible for over-utilization. Clearly doctors control admissions to the system to such an extent that solutions to the problem have to be sought there rather than in the patient sector.

Mr. Chairman: Could I suggest that we complete the statement? Mr. Breaugh is first on the list. That would lend itself to a more orderly discussion.

Hon. Mr. Timbrell: I'll be glad to come back to that point, because it is a—

Mr. McClellan: It goes to the heart of the matter.

Hon. Mr. Timbrell: Question nine was: "To what extent has the minister examined ways of controlling unnecessary hospital admission, operations and so on, and with what success?"

There are three observations, sir, that I should like to make regarding this question.

First, hospitals are autonomous incorporated bodies and therefore, unless control regulations exist in the law, direct action cannot occur against a hospital in regard to specific controls.

Second, admissions to and discharges from the hospital are controlled by the physician, not the hospital or the patient.

Third, I must confess I find the question somewhat ambiguous. If "unnecessary operations" refers to surgery, I indicated to this committee last Monday there are no hard data to support or reject the assertion that surgical procedures are performed in excess of that which are medically necessary.

Mr. McClellan: What about tonsillectomies?

Hon. Mr. Timbrell: Just a minute. I also indicated that a joint task force has been established to examine the incidences of surgical procedures in the province. So that is something that is being worked out.

Regarding the operation of hospitals themselves and so on—the "so on" coming from the question—the ministry had undertaken a number of activities designed to encourage the best use of those resources available to our hospitals.

Organizational changes have occurred to ensure consistency in approach to individual institutions by the development of area teams for the five areas of the province plus the teaching hospitals. These teams are composed of two administration consultants—that is, people educated in hospital administration—and one financial consultant, who is usually a chartered accountant or a certified general accountant. This has resulted in a consistent approach for our consulting activities with hospitals.

Hospitals are now being regularly informed of the types of actions being taken in hospitals across the province, which would assist them in their administration. The concept of area teams has meant that there are always people available who understand the circumstances of individual hospitals, thus eliminating the problems which could arise when any one individual dealing with a hospital is no longer available due to retirement, death, resignation or whatever.

Admission and discharge committees are playing an increasingly effective role in reviewing admission and discharge practices within individual hospitals. Hospital regulation 729 requires that provision be made in the hospital bylaws for admissions and discharge committees in each hospital with 10 or more active members on the medical staff. In a time of financial constraints, these committees are becoming even more active and more important.

In recent years, the relative stay index, otherwise known as the RSI measurement, was being used by hospitals in order to draw their attention to the fact that for a particular kind of case a patient in their institution may be staying longer than in other institutions. More recently, hospitals are using up-to-date Health Medical Records Institute statistics to assist their admission-discharge committees in determining the appropriate usage of hospital beds.

HMRI is now becoming a valuable tool in this respect, particularly in regard to the financial constraints being faced by hospitals. HMRI utilization figures also draw to the attention of the hospital those areas where increased emphasis on outpatient services may be possible.

The ministry area teams also utilize the comparative group information which the hospitals receive from the ministry. This information indicates for a group into which the individual hospital fits how they compare in relation to other hospitals in their group for cost per diem, cost per case, and paid hours of staff time per diem. The provision of this data gives rise to a meaningful discussion between the hospitals within each comparatively group, such that cost reductions do occur when the hospital finds it is out of line compared to others within the group.

The cost per patient figure, for example, indicates a comparison of length of stay, which allows an analysis through the HMRI statistics on how the hospital is being utilized on an inpatient basis. This particular mechanism has allowed hospitals to ask pertinent questions and has indeed changed the direction of hospitals to the point where dollars are being returned to the ministry at year-end.

Emphasis by the area teams and the ministry generally is being placed on the provision of alternative kinds of services to patients. The development of chronic hospital beds and extended care beds is being emphasized, particularly in relation to the aging population across the province.

For 1978-79, for example, while all hospitals were allowed an average 4.5 per cent

increase over 1977-78 levels, chronic and small hospitals were allowed an average six per cent increase.

In addition to these institutional care beds and the home care program, an innovative approach is being undertaken by many facilities in providing various types of day care, thereby reducing the possibility of unnecessary admissions.

The ministry has been encouraging the development of daycare services as evidenced by the development in recent years of a separate, increased dollar rate for daycare surgery of \$70 per day. This has resulted in a dramatic increase in day care surgery. It's now being reported that some hospitals are doing up to or slightly over 50 per cent of all their surgery on a day care basis, rather than admitting patients to hospitals on an inpatient basis.

And I don't think we give them credit often enough. I should say that the one I am aware of is Peterborough Civic Hospital, which does 52 per cent of its surgery on a day care basis, which I think is a very commendable thing for that hospital and something that stands out as a fine example to the whole hospital system of what we should be striving for.

Mr. Turner: The whole community could be an example to the rest.

Hon. Mr. Timbrell: That's right. And that happened before their member became my parliamentary assistant.

An additional example might be the establishment of diabetic day care centres. Such centres do provide the opportunity for more effective utilization and should be developed wherever practical. Those areas that do not have diabetic day care centres will be approached through their district health council to consider establishment of such centres.

The provision of additional funds for the community mental health program is designed to provide a community-based alternative to institutional psychiatric care. In doing so it may reduce admissions both to the general hospital psychiatric wards and the provincially operated psychiatric hospitals. It is worth noting that such funds are provided with a sunset clause, based on whether or not the organization accepting the money reaches the mutually agreed-upon objectives at the end of a three-year period.

Revised bed standards for new construction have already been announced, changing the standard from the present four in the south and 4.5 in the north per 1,000 referral population, to 3.5 in the south and four in the north. These standards in conjunction with an emphasis on larger, ambulatory care,

diagnostic service areas will direct future developments towards lower cost outpatient services.

[4:15]

Physical expansions of hospitals are occurring across the province in the area of ambulatory care, rather than inpatient services. That's a generalization because obviously in the high growth areas inpatient services are also growing to meet that growth in population. This is being encouraged, since it is quite clear that the day care ambulatory services are in many instances very cost effective. In this regard, hospitals are now using a document produced by the Ontario Hospital Association and the Ontario Medical Association, entitled *A Guide to Utilization of Hospitals*, which is designed to enable hospitals to identify those areas where more efficient utilization of resources is possible. Hospital groups are also receiving individual information on this topic at their association meetings.

The ministry is also encouraging hospitals to be surveyed for accreditation by the Canadian Council on Hospital Accreditation. This group is concerned with service standards and utilization patterns within a hospital in relation to others across the whole of the Dominion. Because the accreditation inspectors are from outside of the ministry, or the province for that matter, they may be perceived by hospital staff as being more objective in their assessments.

The global budget concept being used by the ministry clearly indicates to individual hospitals the maximum number of dollars available to them. It also allows each hospital to make decisions about providing patient service at the least possible cost by being creative in the modes of patient care provided. The ministry is not, however, setting the detailed spending priorities of individual hospitals. Rather we are leaving it up to the individual hospital to live within the dollars allowed.

The cap, as it were, on ministry funds for 1978-79 of a 4.5 per cent average increase to all hospitals for this year and the next has created a climate of thorough self-examination of individual hospital operations. We are also attempting to develop incentive policies which will encourage hospital administrators to take additional action and adopt creative approaches to better resource utilization. Some of the benefits of dollar savings will be returned to their institutions.

In summary then we have undertaken numerous activities designed to encourage the optimum use of available resources in our

hospitals and we will continue our efforts in this area.

Question five read as follows: "Can the minister in some detail explain how the number of participants is derived?" Then it went on to ask: "Can the minister guarantee the committee that there was not a decline in coverage with the last increase?"

Regarding the first part of the question I believe that I did provide an explanation last Wednesday of how the number of OHIP participants is derived. To summarize, the number of participants insured is predicated on the net population of Ontario as certified by the chief statistician of Canada. The allocation of participants by category is obtainable by the conversion of certificates in force. The calculations used to convert family certificates to number of participants was detailed in my answer to a similar question last Wednesday, and I really don't think I should go through it again since it is long and involved. But it is in Hansard and I think it was distributed at that time.

Regarding the second part of this question, the last premium increase occurred on May 1, 1976. Any decline in coverage would be evident in the number of contracts in force and the number of participants in the plan.

The average number of certificates in force during 1975-76—so it's for the full fiscal year prior to the last increase—was 3,621,134, which provided coverage to 8,243,000 persons. By the end of 1976-77 these figures had risen to 3,672,710 certificates and 8,342,000 participants. For the first half of fiscal year 1978 3,737,519 certificates were in force covering 8,446,000 persons. So the last premium increase did not therefore result in a decline in coverage.

There are of course isolated incidents where a person's coverage may lapse for one reason or another, and in all such cases every possible step is taken to ensure that coverage is provided for the period in question either through backdating of coverage or assistance or whatever is needed.

Question six asked: "Will the minister share with the committee documents relating to the establishment of alternatives to fee-for-service practice?"

Mr. Chairman, a large number of the documents which have been tabled with this committee deal with the subject of fee-for-service and the establishment of alternative forms of practice.

Among these are the task force reports on the cost of health services in Canada, 1969. The Report of the Committee on Health Care Costs, Ontario Department of Health, 1971. A Review of the Ontario Health Insurance

Plan, through our Council of Health, in 1973. The ministry's Report of the Task Force on OHIP Cost Controls, which I believe is the title of this document, if I remember correctly.

Mr. Breaugh: We don't know who did that one.

Hon. Mr. Timbrell: The list of the participants is not there, but it is a matter of digging it out from the files.

Mr. Breaugh: Obviously some patently qualified people did that.

Hon. Mr. Timbrell: Oh I'm sure. Then a New Perspective on the Health of Canadians, which was the report of Mr. Lalonde; the Mustard report in 1974; the 1975 report from the ministry entitled Report, Reaction, Response: The Health Care System in Ontario; Report of the Task Force on the Evaluation of Primary Health Care Services, otherwise known as the Spitzer report, from the Ontario Council of Health in 1975; Health: Issues and Alternatives, 1976, from the OEC; the Financial Post Health Care in Canada series of 1977; and finally, report of the joint advisory committee of the government of Ontario and the medical association on methods to control health care costs, in other words the Taylor report.

I think the committee will in particular—I am sure we will get into it later—find interesting the 1973 report and all of these.

Question seven was: "To what extent was the Ontario Council of Health recommendation that 'an energetic and extensive program be established to set up and evaluate studies on alternatives to fee for structure payment in appropriate structures' acted on?"

Mr. McClellan: Fee for service, not fee for structure.

Hon. Mr. Timbrell: What did I say? Okay, have it your way. This recommendation was contained in the Ontario Council of Health report entitled A Review of the Ontario Health Insurance Plan. This report was submitted to the Minister of Health on February 8, 1973.

In the fall of 1973, the project development and implementation group was established and charged with the responsibility for development and implementation of health service organizations—HSOs in other words—and underserved area practices. In addition to these organizations already operating, for example the St. Catharines Foundation and the Sault Ste. Marie and District Health Association, 23 HSOs were established by funding contracts between 1973 and 1976.

In addition, our under-served area program, which we instituted in 1969, underwent further development. This program was designed to provide health care services to some 176 areas designated as under-served by providing financial support to physicians and dentists practising in these areas.

A further development in this area was the 1976 Ontario Council of Health report on the evaluation of primary health care services. This report recommended a strategy for evaluating primary health care services which operated on other than fee-for-service reimbursement. This strategy required the development of five indices to evaluate primary health care services. In response to the second report, we established the primary care evaluation unit. The evaluation unit determined that implementation of the council strategy will require a two-phased process. Phase one was concerned with the development of procedures to quantify and to validate performance measures, while phase two would involve the implementation of the actual evaluation strategy. Phase one is now nearing completion, and if the committee wishes I can bring them up to date on the efforts in this area.

The index of utilization of health services and financial performance is a standardized index of economic performance which can be defined as expenditures per person per year. This index is presently in the latter stages of development. The index of availability, accessibility, and scope of services evaluates health care units on the basis of five criteria: professional time, scope of service, domiciliary services, coverage and convenience. The development of this index was funded through a health research grant, has been pretested and is now in the trial stage,

The index of consumer satisfaction has been developed. It measures the five components of consumer satisfaction: economic, temporal, convenience, socio-psychological and quality of care factors. This index is in the pretest stage. The index of health professional satisfaction, which is in the pretest stage as well, explores remuneration, time and energy for the job itself, prestige, job content, relationship with colleagues, challenge and achievement. The index of quality care is under development and will attempt to measure the quality of patient care provided in different settings.

In addition, the development of individual HSO objectives is also under way. These objectives will be built into the evaluation of primary health care organizations. We expect to have all of these component pro-

cedures in the trial phase by 1980. At the present time there are 30 HSOs operating throughout the province.

Our underserved area program continues to ensure the availability of physicians and dental services in all areas of the province. By the end of the fiscal year 1977-78, there were 264 physicians and 67 dentists providing services in 149 rural and remote areas, particularly in northern Ontario although not limited to northern Ontario. Nursing stations have been established in lieu of physician services in a further 14 areas.

Question eight was: "Can the minister provide us with the data which led to the closing of the St. Catharines clinic, other than the published comparison with the Brantford private practice; and to the closing of the other three mentioned in the health services organization guidelines?"

The data which led to the closing of the St. Catharines clinic were developed during the course of the major detailed study mentioned in the question, specifically, Health Care Report, St. Catharines and District Community Health Foundation and the Brantford Clinic. The St. Catharines and District Community Group Health Foundation was originally conceived and supported as a trade union project in 1967 to provide prepaid medical services. From its inception, it was a costly operation and experienced financial difficulty.

As indicated in the report—and if I may, I'll quote two sentences—"With the introduction of universal medicare in 1969, the foundation was no longer in the position of operating a privately funded, prepaid group health plan. The clinic, however, was regarded as experimental and worthy of support as an example of innovative arrangements for the delivery of health care services and the government entered into a capitation financing arrangement with the clinic."

As a result of a declining capitation population, capitation financing as such was abandoned in 1971 and the foundation continued to receive financial support on a line-by-line budget basis. A two-year agreement, which ended March 31, 1975, between the Ontario Ministry of Health and the foundation, contained a provision for an assessment and evaluation of health care services rendered by the foundation during the term of the agreement. It stipulated that the volume and quality of health care, and the cost of insured medical and hospital utilization, be compared with that of a comparable facility reimbursed under the traditional fee-for-service mechanism.

This agreement led to the health care report which compared utilization, cost and quality of health care services received by patients of the foundation—which as I said earlier was funded on a line-by-line budget basis—with those received by patients of the Brantford clinic, which is funded under the traditional fee-for-service system. The methodology for the evaluation and assessment evolved through a series of joint meetings and decisions made by representatives of the two clinics and ministry personnel. There was agreement from the beginning as to the methodology and procedures to be used in the study. Utilization of services was found to be somewhat different, with the foundation using less hospital services, that is fewer admissions, shorter lengths of stay and less surgery room use.

When these differences were taken into account, however, the overall cost per patient was found to be significantly greater for foundation patients. I would draw your attention to tables 22 and 23 from the report, which illustrate the difference in the cost of insured medical services per patient per year, including laboratory, x-ray and hospital outpatient costs, which results in foundation costs which are 87.5 per cent higher than those of the Brantford clinic. Even when these costs are excluded, foundation costs per patient exceed the Brantford clinic's costs by some 68.8 per cent.

Table 23 on the next page of the report represents the comparative total costs for inpatient and insured medical services. Again, we find higher costs per patient for the foundation. Quality of services rendered by the foundation was equivalent to and in some cases higher than the Brantford clinic. Addressing the differences in the quality of services observed, the report stated: "The differences observed between the two clinics can partially be explained by better record-keeping at the foundation and the availability of more staff for record-keeping functions. Differences in physicians' practice of clinical note-taking must also be considered. In addition, differences in the availability of laboratory services on site could affect the quality of care."

On balance then, it was difficult to justify continued operation of the foundation on the interim method of funding which had been agreed to between the foundation and the ministry. A review of the circumstances at that time indicated the following: (1) there was an acceptable ratio of physicians to population in the community served by the foundation; (2) adequate services would continue to be provided since the physicians

at the foundation intended to remain in practice in the same building; and (3) other services, such as laboratory and physiotherapy services, were readily available in the community. It was decided, therefore, to terminate the line-by-line budget funding mechanism and to implement the fee-for-service billing from OHIP.

[4:30]

Regarding the closing of the other three mentioned in the health service organization guidelines, I would report the following: The first is the Springhurst Community Health Centre, which was located in Toronto and served the area bounded by Queen Street on the north, the lake to the south and east and Jameson on the west. This HSO was originally community-sponsored and was later physician-sponsored. The agreement was terminated on September 30, 1976. Although this HSO had a marginally viable roster of 4,672 in August 1976, the physicians involved were unwilling to be held to the provisions of the agreement which contained the standard provision that there would be no outside OHIP billing. This provision is included in all ministry HSO agreements. It was, therefore, necessary to terminate the agreement and the physicians involved reverted to a straight fee for service.

The second HSO referred to was the Village Health Centre, which was located in the Yorkville area of Toronto. Originally physician-sponsored, this centre later converted to a community sponsorship. The agreement was terminated on September 30, 1976, as a result of several factors. First, the Yorkville area has undergone a substantial change in character in recent years. The residential population has been displaced by primarily commercial development. Prior to this change, the resident population was, as those who are familiar with Metro know, quite transient. As a result, after four and a half years of ministry funding there was no substantial roster development. In fact, the roster stood at 1,766 in August 1976. The Village Health Centre was simply not a viable operation under these circumstances.

The third HSO was the Wells Medical Centre in Hamilton. The physician sponsor for this clinic decided to revert to a fee-for-service practice, the second physician having previously left the centre. The agreement was terminated on June 30, 1977, at which time the centre's roster totalled 812. Termination of the agreement was at the sponsor's request in that case.

Question 10 reads as follows: "Has the ministry considered developing a fee schedule

which would encourage practice patterns desirable, preventive care, and discourage or make less attractive those patterns not thought to be desirable?" As was announced last week, and discussed briefly in the House today, the Ontario Medical Association and the government have agreed to a six and a quarter per cent increase in the amounts payable under OHIP from May 1, 1978, until the end of December 1978. A significant increase is to the general and family practitioners in order to encourage a greater focus on primary care as part of the overall transition of the system.

OHIP will not be using the 1978 OMA fee schedule as a basis for payments. These payments will be based instead on a Ministry of Health schedule of benefits which has been prepared in consultation with the OMA. The insurance plan will continue to pay only for medically necessary services. The encouragement of positive practice patterns has always been an objective of both the Ministry of Health and of the medical profession. All efforts by the ministry in this area will be undertaken in close consultation with the profession.

Question 11 was: "Can the minister table with this committee the background documents relating to the change to payroll tax from premium collection system, the measures to eliminate shortfall estimated savings to be \$3 million?" As I indicated when I tabled the measures-to-eliminate-shortfall document, it represents, if you will, a shopping list of possible cost reductions which was drafted as a part of our 1978-79 estimates preparations. As such, the \$3 million savings attributed to substitution of a payroll tax for premiums represents a very rough calculation of offsetting savings which might be achieved primarily through staff reductions. Because of the preliminary nature of the shopping list, a detailed costing was not done in support of the \$3 million figure. The background documents, as such, are not therefore available. Again, I understand the Treasurer will be coming on Wednesday to discuss the general question of an alternative.

Question 12 asked: "Will the minister table with this committee the health plan document referred to in the review and response document tabled Monday?" As is evident by now, I have attempted to provide the members with whatever information is available in response to their questions. However, this is one occasion on which I must decline since the health plan document is a cabinet document and cannot therefore be tabled.

Mr. McClellan: Could we have a little bit of background about it? Who was it prepared by?

Hon. Mr. Timbrell: The strategic research and planning branch, plus the ministry. It's been going on for years. It is now at the cabinet level.

Mr. McClellan: Before you just give us a straight refusal and move on, when was the document that's before cabinet now written?

Hon. Mr. Timbrell: It's been worked on for some time. It predates my time in the ministry, I know that.

Mr. McClellan: When was the draft that's before them now finalized for submission to cabinet?

Hon. Mr. Timbrell: I'm not sure of the date. We've been to cabinet several times with various drafts and we've been told to go back and change certain things so that the whole thing is a cabinet document.

Mr. Breaugh: May I just ask the chairman a question before we move off this point? I take it that this committee would have the power to subpoena that document.

Mr. Chairman: Yes, this committee would have the power to subpoena that document. It hasn't happened very often, Mr. Breaugh. It's a question of the confidentiality of cabinet documents, but the House does have the power to send for a document. However, it's done rarely, as I've indicated, and I think the document would have to be central to the discussion.

Mr. Breaugh: I would move then, that we do subpoena that health care document.

Mr. Chairman: Can we complete the statement first?

Mr. Breaugh: That's fine. Just take it as notice.

Mr. Cassidy: I just have one question about the health plan document. I presume that it deals, among other things, with some of the questions which we have before us here, and in particular the method of financing health care. Is that correct?

Hon. Mr. Timbrell: No, there's no section on financing.

Question 13 was: "Will the minister table with this committee any documents which have been done for the study of geriatric services referred to in the same document?" As I indicated in the reference for this question, the ministry already has initiated a review of geriatric health care services, including consideration of policies and procedures for modifying the long-term care bed guidelines and applying them in local situations.

What we're referring to there was to a review of geriatric health care services, which is presently being conducted by the Ontario Council of Health. Their report on health care for the aged will be made available in the coming months after it's been completed and reviewed.

Question 14, the last one, was: "Will the ministry table with this committee the evaluation of the chronic home care program?" I would just draw the hon. members' attention to the fact that the report on the evaluation of chronic home care was tabled in the House on November 24, 1977. As I mentioned at that time, the results of the study indicated that chronic home care is more economical than institutional care on a per patient basis. It also seems apparent the program is meeting its major objective, namely easing or preventing further deterioration of the people in the program.

However, the study was undertaken during a period of rapidly increasing use of the program, and for this reason the total cost implications, and particularly the impact on other parts of the health care system, could not be reliably estimated. As I indicated on November 24, the cost of extending the program across the province would be very significant, of that I'm certain. In fact, I think it's been estimated that to extend it in the same manner to all communities would be something on the order of \$30 million of additional expenditure. I think I'm correct on that.

It is, therefore, crucial that the program develop in a planned and orderly fashion and that we know precisely how much a province-wide expansion could eventually cost us. It is equally important that we know the ultimate effect the program will have on the rest of the health care system. The program cannot be viewed as simply another addition to the system. It must be seen in the context of its objectives, namely acting as a substitute for institutional care. The total impact cannot be fully anticipated against a rising case load.

So the recommendations of the study are that the chronic home care program continue for a further 18 months as it presently exists in Hamilton, Kingston and Thunder Bay; that the more extensive evaluation now feasible due to a stabilizing case load be carried out on this chronic home care program for a 12-month period, allowing four months to prepare for the study and two months to prepare the report; and that the home care information system be revised to provide patients specific data and indicators

of health data. All of these recommendations are being implemented.

In addition we have been able to project some additional sums within our 1978-79 estimates for expansion of chronic home care, and in the very near future we will be indicating where else in the province the program will be instituted.

I may say there's been a great deal of interest in the expansion into various communities of chronic home care. Hardly a week goes by that I don't hear from a hospital, a health council or somebody in some part of the province.

Unfortunately, almost invariably the arguments haven't been put into the broader context of overall chronic care need and, as I just mentioned, the objective of this is a substitution for institutional care, not an add-on. This is part of this general thrust of de-institutionalization, of working the health care system through this period of transition, away from what was a strict and almost total emphasis on institutional care and into things like chronic home care, extended care in nursing homes, traditional home care or other community health services, be it through ambulatory services of a hospital or public health units or whatever.

Mr. Breaugh: Could I now move that the committee exercise its power to subpoena copies of the "health plan document" referred to by the minister in his review and response document and tabled, I believe, on Monday, April 5?

Mr. McClellan: It was April 10.

Mr. Breaugh: April 10. That is moved by myself and seconded by Mr. McClellan.

Mr. Chairman: Do you want to deal with that motion and get it out of the way now?

Mr. Breaugh: Yes. I don't think there will be a long argument over that. I would simply make the case that the committee has been asked to make some judgements, not unlike the judgements that a cabinet of the government has to make. I think it only reasonable that we exercise the power the House has given to us to see that we operate with the same data base. In my view, that would be rather important for us to do.

Secondly, it would appear that this particular document is of great concern to the present status of the health care system and without question to the future status of the health care system. I feel it would be essential for this committee to operate with that information in mind.

Mr. McClellan: I want to speak very briefly in support of the motion and to point

out to the committee the importance of that health plan document, which we now learn is before cabinet. I quote from the response to the Taylor committee document. The section that was excised and then delivered to us reads as follows: "As a method solely for generating additional revenue, increasing OHIP premiums does nothing to rectify the basic underlying inequities and imbalance in the health care system that contribute to the rapid cost escalation being experienced, a theme developed at greater length in the health plan document."

That material was before cabinet and presumably has been before cabinet for some time prior to the budget. I think it is very important to our search here for alternatives to have that document and to have the benefit of all the relevant material that goes into this particular decision-making process. I hope we can have support from our colleagues on the committee.

Mr. Chairman: Does the minister wish to speak to this?

Hon. Mr. Timbrell: I would just like to look at this section again, Mr. Chairman. Basically, the health plan document is a document that deals with the three themes that I am consistently talking about—deinstitutionalization, decentralization and the individual's role in the system. As I recall, there are figures in there, not unlike what we have tabled today, that just illustrate the increase in utilization and the increase in costs per capita on various bases.

I haven't looked at it for a number of months because we have been ordered to rework sections of it to make it clear. There is nothing in there, and staff can correct me if I am wrong, that deals with how funds are raised. Rather, it is a simple matter of making observations on what the costs of health care are and have been and how they have been developing. In effect, what we have been talking about is not unlike what is in there. [4:45]

I would just say that I have taken an oath of secrecy as a minister. I feel I should not table a document which is at present a cabinet document in an advanced stage of preparation. I would suggest to you that it is not fundamental, given everything else that we have tabled. I would emphasize once again that this is the only instance where we have said: "Look, it is a cabinet document and we really don't feel that we should do it." I have tried to be as open as possible in all other respects.

Mr. Elgie: I have one question of the minister. Is there any material in the cabinet

document which has not been made available to us in all of the various documents that we have received here? It may be a summary or an extract from all that material.

Hon. Mr. Timbrell: I would have to say again that the themes, as I recall them and I haven't looked at them for a few months, are entirely consistent with everything we have talked about here today and in the previous sitting days of this committee.

Mr. Conway: I would like to clarify a few questions on this point with the minister. You indicated in your earlier statements that the health plan document was something generated prior to your accession to the ministry.

Hon. Mr. Timbrell: Just at the beginning.

Mr. Conway: It was in fact in circulation prior to your becoming minister 12 or 14 months ago to the best of your knowledge. Is that correct?

Hon. Mr. Timbrell: The first time it went to cabinet was in my time.

Mr. Conway: Do you know when the document was generated and exactly why it was generated?

Hon. Mr. Timbrell: It goes back at least to Mr. Miller's time as minister. As a basic principle of planning for the future, the intention is that once we've got it completed, it will be capsulized or at least in one place be a statement of direction for the health care system for the future in terms of these three themes of deinstitutionalization, decentralization and the responsibility of the individual in terms of prevention as well as treatment and use of the system, for public discussion and education, I suppose.

Mr. Conway: It has, if I understood your earlier comments, been revised and presumably will be revised perhaps again. It is a matter that still will come before cabinet.

Hon. Mr. Timbrell: That's right.

Mr. Jones: I'll be very brief. One of my questions was answered by the minister. I missed one of the three: deinstitutionalization, decentralization and responsibility of the individual and some scenarios and suggestions to be considered. As a member of the committee, I, for one, appreciate how the minister seems very clearly to be making every effort to make everything available to us that is pertinent to our deliberations. I respect his one reservation on cabinet documents. I think he has given us an indication of the nature of it. If I understand correctly, there are no dollars-and-cents directions relative to OHIP percentages as far as we are concerned.

Hon. Mr. Timbrell: That's right. As I recall, the only fiscal elements of it are to do with the history of the development and cost of health care. I think there are many recent projections in there drawn from various sources but certainly just the history.

Mr. McClellan: That doesn't jibe with what is written here.

Hon. Mr. Timbrell: I'm sorry. I am reminded that a fourth area is public health, which is in there as well.

Mr. Chairman: Mr. Cassidy is next.

Mr. Breaugh: I just wanted to have the option to close off debate.

Mr. Chairman: Yes.

Mr. Cassidy: I appreciate what the minister has to say about a cabinet document, but I also hope the minister appreciates the purpose of this committee and the difficulty of proceeding with what we are looking at this week in particular without the health plan document. I note in the comment—and this is the only written evidence we have or indication of the contents of the health plan in the document—the reference to basic underlying inequities and imbalances in the health care system that contribute to the rapid cost escalation being experienced. The theme, it says, developed at greater length in the health plan document.

One of the exercises of the committee this week—and God knows the time is inadequate for that—is to look at areas where economies can be made or where money is being mis-spent in the health system. It suggests the health plan document points to some of those areas. I would suggest it is very difficult for us to work without it.

Hon. Mr. Timbrell: I just wanted to comment that it's the rapid cost escalation which is the theme that's developed in the document. There is no comment on funding structures, pros or cons, one or another. It's strictly taking a look back 10 years, at least, at what has happened to the cost of health care. It's not unlike many of the things I've already tabled. It's that which has developed at greater length in the health plan document. It's the cost escalation and not the other part of it.

Mr. Cassidy: With respect, Mr. Chairman, cost escalation means that costs are higher than they were. The ministry has tried to pin the premium increase on having a visible link to rising health costs. If the costs hadn't been rising, maybe the ministry, in its wisdom, would have seen less need for the visible link.

Hon. Mr. Timbrell: But that's all before you. You've got all the figures before you

on the cost escalation. You've got the estimates book before you. I understand that you and others want to get into other parts of the ministry where there might be other cuts made or restraints or whatever. That's all before you.

Mr. Lane: Mr. Chairman, as you yourself said, while the committee has the power to call this document before it, it seldom has happened in the past. In relation to what the minister has said, that this document was in cabinet before he was the minister, it certainly isn't something that has come to light in recent days or recent months. I assume it's more of a working paper or a statistical information paper than it is a completed document. I don't see the need for us suddenly to require a document that really has no final information in it, inasmuch as it is an ongoing working document, as I understand the minister to say.

Mr. S. Smith: I want to be clear, Mr. Chairman, on what the minister is telling us. I take it he says this document is not only before cabinet, with policy not yet having been determined on the matter, but that it relates to four themes as he outlined and that there is nothing in it that has to do with the fact that OHIP premiums would do nothing to rectify the basic problems.

Hon. Mr. Timbrell: It has nothing to do with the financial structure at all.

Mr. S. Smith: It has nothing to do with it at all. So, I take it that what he is saying is that it's just a peculiar syntax here where a theme developed at greater length refers simply to the cost escalation and he has already told us about the cost escalation. So this idea of personal responsibility, or something like that, is one of the aspects—and decentralization, deinstitutionalization, with some difference in emphasis on public health. He gives us his assurance on that. This, he says, is related to policy decisions under consideration but not yet finalized.

Under those circumstances I'm not sure how we can compel the minister to give up this document. In fact, even the freedom of information bill of Mr. Lawlor, as I recall, exempted that type of thing. If he says it doesn't relate correctly to this document which we have, then I'm prepared to take the minister's word for it.

Mr. Chairman: All I can say, Mr. Smith, is that the committee does have the power to call for persons, papers and things. While I indicated to Mr. Breaugh that, in my view, this is a fairly rare step and that the document in question has to be central to the whole issue under discussion, the committee

does have the power to subpoena documents and subpoena persons and things. So you're getting into the kind of document—and all I can tell the committee is that the committee does have that power, although it's been sought fairly infrequently in the past.

Mr. Breaugh: did you have a further comment?

Mr. Breaugh: Yes, if no one else has any remarks, I'd like to sum up on this. I really appreciate that the minister has tabled a great many papers before the committee and that he has exercised, with considerable care, the reluctance to put in front of the committee a document which might cause some difficulty to the government. I would note too that he did say that the essential reason for not tabling the document is simply that it's a cabinet document and that he is bound by the rules of the game not to unveil that. He didn't make any large case that it contains embarrassing information or numbers that he wouldn't want the public to see or anything.

But I want to reiterate that I think it does go back to the central direction which health care in Ontario will take for now and for the foreseeable future. I think that's a pretty important document. I think that's certainly germane to what this committee is all about. Even though it is a slightly unusual step and I think we would be remiss if we overexercised it, I think it is important, if we're to find alternatives as the cabinet and the minister put to us, that we operate with the same set of directions.

What is particularly pertinent is not that we haven't seen lots of information but what is done with that information. How is that information put together to provide a new direction for health care? I think the document in question may turn out to be innocuous. It may not turn out to be a dynamite piece. That would be great by me, quite frankly. But I think that it certainly is germane to our discussions and I think it's central to what this committee is all about.

I respect that the minister would not want to break his oath of being a member of this cabinet and tabling that on his own volition. I would think that might be a little wrong on his part. I think the committee should not make a big deal about this but simply exercise the prerogatives that it has and that the House gave to it and subpoena the document.

Mr. Chairman: Is the committee ready for the question? I'll read the list of voting members on the committee as of today: Blundy, Breaugh, Cooke, Elgie, Gaunt, Gigantes, Jones, Kennedy, Conway, Leluk,

McClellan, Sterling, Rowe, S. Smith, Van Horne and Lane.

Now I'll read the motion:

Mr. Breaugh moved, seconded by Mr. McClellan, that the committee exercise its power to subpoena copies of the "health plan document" referred to by the minister in his review and response document tabled Monday, April 10.

All those in favour of the motion please signify.

All those opposed please signify.

I declare the motion lost.

Mr. Breaugh: I want to go over some of the things that the minister did and, in my view, did not cover.

I do find it phenomenal that somewhere in your ministry's studies, considerations, reports and task forces, you really haven't come up with anything that supports the contention that increased premiums will have an impact on utilization. I find that rather difficult to believe. Surely there must be something you have somewhere that offers some credence to that argument. I don't want to belabour this but you've never done a report in that regard?

Hon. Mr. Timbrell: No, not a formal report, an all-embracing report that you're referring to.

Mr. Breaugh: Okay.

Hon. Mr. Timbrell: The structure of the financing and the level of financing is not a Health ministry determination. It's made in the Treasury.

Mr. Breaugh: And you don't have any study, other than individual cases, showing that the health care system is being abused by the patient?

Hon. Mr. Timbrell: We have never—at least in my time, and I can't recall it ever occurring in the time of the ministers before me—taken the approach to pin on any one group in society responsibility for increases in utilization which therefore contribute to increases in cost. As I said before there are certain things that are sort of danger signals that clearly indicate that all concerned have got to be made aware of what is going on. The most impressive of those danger signals is the fact that utilization has increased by 50 per cent in the last five years. That is very significant.

[5:00]

It is not unusual. It is not as though Ontario is alone in the boat. I haven't seen the exact figures for every other province but if you would look at the various tables for increases in expenditures you will find that

when you match it up against population and services, you would probably find they have experienced the same difficulty as have we.

I have attended only two conferences of ministers of health. One was Mr. Lalonde's last as national minister, and another with just the provincial ministers. The whole question of utilization, and of cost, is central to all the discussions. We are all trying to get at it through informing the public of what has been happening—that they have been using the system more; through controls on the budgets; through physician profile activities for instance, within OHIP; and from there through the MRC, any number of measures to educate, and control as much as possible the utilization and the cost. That really doesn't take up a big study. When you've got that kind of increase in five years, it is obvious you have a problem.

Mr. Breaugh: In the response you gave to the fifth question, you did not quite answer that. Let me put it to you this way. You said the number of claims didn't decline, but did you do any study, or is it possible for you to do any study, which indicates the number of people using the health care system went down?

Hon. Mr. Timbrell: We tabled the figures on the claims—

Mr. Breaugh: My problem, you see, is the complicated definition you are using of a participant. When you raise the premiums substantially, it is difficult to determine then whether many people lost the use of the OHIP itself. You are dealing with claims, claimants, as opposed to human beings. Do you have any studies which indicate that substantial numbers of people, perhaps just those who pay direct, dropped out of the system at that point?

Hon. Mr. Timbrell: No, we had—it seems like Chinese checkers trying to read it—

Mr. Breaugh: That's my problem too—and I don't even have it in front of me.

Hon. Mr. Timbrell: Each year there has been a growth in utilization. In some years, it is much higher than we would like. For instance, in 1973-74, there was an 11 per cent growth in the utilization of the system. By 1975-76, it had dropped to 4.3 per cent. No, that was the fiscal year before the budget announced increases. In the first full year with the increase there were 52.8 million claims. What is that as an increase? It is over 50.6 per cent.

Mr. Breaugh: Could I intervene at this point? Could I ask you a little direct ques-

tion? Do you know when you raise the premium whether or not a lot of people stop using OHIP—aren't claimants or aren't participants, whatever? Do you know that?

Hon. Mr. Timbrell: Mr. Rose tells me the estimated revenue, which is based on the number of subscribers, has always been met or exceeded. The number of claims would indicate there is not what we would both fear and would not want to see—namely people just packing it in. Either through premium assistance or for people who end up with income maintenance programs, we do everything possible to ensure that if somebody does let it lapse for whatever reason, moving or whatever, that it is reinstated. So there is no evidence to indicate that—

Mr. Breaugh: There is no evidence to indicate either way, really. The difficulty I have with you is that every time you respond to this question, you talk to me about claimants, you talk to me about income, you talk to me about everything else except the number of actual human beings who are either in or out of this system. We still don't know that.

Hon. Mr. Timbrell: But because of the type of enrolment system we have, not having a UPI, we have to go through the kind of complicated formula that I described to you last week to determine the number of persons covered by these subscription certificates. With a UPI you can tell within five people probably, at any given point in time. But because of the enrolment system we have, it is impossible to be absolutely precise,

But I'm just saying that from the number of certificates, from the growth in claims, from all of these factors, there is no reason to believe that there was a dropoff in that. One would have heard more about it, I can assure you, through various provincial organizations or the press for that matter in the last two years, and it hasn't happened.

Mr. Breaugh: But then, if you can't get the information how could anybody else in this province get it?

Hon. Mr. Timbrell: Obviously on both occasions in the last couple of years the question has generated sufficient media interest that I think we would have been swamped in it. There is no reason in this province, given income maintenance programs, given the premium subsidies which embrace more than 20 per cent of the people, for anyone not to have OHIP coverage.

Mr. Breaugh: But we don't know.

Ms. Gigantes: Could I ask a question on that?

Mr. Chairman: I would prefer to go through on this, Mr. Breaugh, and then if your colleagues want to nip in on a supplementary, that's fine. But I would prefer for you to go through the statement and the documents and then we can go on from there.

Mr. Breaugh: Okay.

Hon. Mr. Timbrell: Let me just say too that: no one is denied service—in a doctor's office or in an emergency ward or whatever—because they don't have an up-to-date OHIP number. They will be served first and then we will straighten out why it has lapsed and what the problem is.

Ms. Gigantes: Those people may not know that.

Mr. Breaugh: All right, I'll set aside some obvious concerns I have on that.

In response to the sixth question, you made mention of a great many documents around and of studying things. Specifically what I want to know is, has your ministry got past the conceptual notion of the fee-for-service idea? Have you looked at that in a serious way? Aside from outside documents, various task forces and recommendations that are made from time to time about it, have you ever sat down and thought that this whole system is crazy, insane, that we could pay our doctors very well and save tremendous amounts of administration costs if we moved to some other system?

Hon. Mr. Timbrell: It has been the policy of my party and this government and the government before it that started the plan, to maintain the fee-for-service system, the independent medical practitioner. I know there have been philosophical arguments over that over the years—and there we are.

I guess the only time it has been looked at and commented on was in the two studies involving the four clinics in Oshawa, Brantford, St. Catharines and the Sault. When I released those studies last July or August, I made the point that those two studies did not support the notion that putting doctors on salary was necessarily the answer, but that we would be amenable to propositions.

Mr. McClellan: It was seen as part of the solution.

Hon. Mr. Timbrell: In other words, we are willing to be propositioned, so to speak, by physicians or groups of physicians for HSOs.

Mr. McClellan: It was seen as a useful thing to be moving towards.

Hon. Mr. Timbrell: In certain circumstances, and this is what concerns me with our HSOs. We are now, through Mr. Berry's area, trying to come at this thing to develop the standards for evaluation, for the operation, for the goals and so forth for these HSOs. Clearly, any that we would get into in the future would have all of these things built in right at the beginning—the goals, how it would operate, the evaluation criteria and so forth. Those two studies simply made that clear, contrary to some views.

I always get into an argument over this with the member for Parkdale (Mr. Duksza), but I understand it's your party policy to go to salary. That's fair enough. I think there are many shortcomings with that in terms of the loss of initiative and drive of an independent practitioner. I think you only need to look at the National Health Service to see what happens when you put physicians on salary, the difficulties that arise. You end up with front-door, back-door medicine. You end up with Harley Street medicine, any number of problems.

It's apparently what Quebec is going to do. They have said that they are going to have most, if not all, of the doctors in the province on salary by 1980, and I think they are going to regret the day they ever announced that.

Mr. Breaugh: But you as minister are not aware of any studies carried on either by you or by anyone else which made the comparison in an analytical way? Setting aside any ideological differences that you and I might have, I think we have to agree that the system we are using here causes a great many headaches for a great many people; in fact, virtually everybody involved in the system. It strikes me that at some point in time you might have exercised your option to do a small study of alternatives, not saying that they might be exclusive of the fee-for-service system, but that there might be a better way to go about this. Have you never done that?

Hon. Mr. Timbrell: Well, HSOs—the health service organizations—represent an ongoing attempt to make alternatives work, to see if they can work, and we have had some difficulties. I mentioned the figures with respect to St. Catharines, for instance, and some of the others. The two studies represent, to use your words, a small study of the alternatives because they did compare salaries with fee-for-service. Those are the two principal ones. Let's recognize that. The conclusion was that there was really no benefit to be gained by the government putting doctors on salary, in

effect making them civil servants with normal business hours and with all the other things that go with being a civil servant as compared to the benefits to themselves as individual practitioners, as a profession and to society in having them as independent practitioners within the community.

Mr. Breaugh: You must certainly have done this; and I know that we could probably pull it out of all the numbers you've given us—but would you have a conceptual number of how much money this ideological difference between you and me costs? How much does it cost us to say that, by and large, we've retained the fee-for-service system, and that we are giving doctors a great deal of independence and they all work harder that way, and that they are all good boys and girls and do an excellent job?

Hon. Mr. Timbrell: I don't know that it would be possible to put a dollar figure on that. It's rather a matter of attitude, rather a matter of the mood of the system. I spent two weeks in the UK last summer and spent part of the time visiting elements of the National Health Service in England and Scotland where they are on salary, where they are administered up past their back teeth. They've got layer upon layer of bureaucracy there.

[5:15]

Mr. Breaugh: It's almost like OHIP.

Hon. Mr. Timbrell: No, quite the opposite, as a matter of fact. The atmosphere, the mood, was not a very encouraging one in terms of looking ahead for the future, planning for the future or trying to make advances, within reason. I found the mood of the NHS to be very regressive, set almost on a retrenchment, and I think a good part of that is due to the fact that there is no need for the individual practitioner to use his initiative, to be aggressive, to want to get ahead. He's a civil servant now; that's not to attack civil servants—and a few of us in the room have been civil servants of a type, as teachers or social workers or whatever—but it's a slightly different world within a civil service as opposed to the private sector, when you are your own boss or where there's a thing called balancing the books, even if it's your own books as a professional.

Mr. Breaugh: Just for the record, I happen to be slightly familiar with the National Health Service and I would put the other perspective, that there are a lot of patients over there who are quite happy with their health-care system in Britain. The doctors I talked to didn't seem to me to be a

depressed lot at all. They seemed rather full of vim, vigour, vitality and initiative.

I think it kind of fell this way; those people who were practising medicine, as you say, to be aggressive, to get ahead, to balance the books—they had some reservations about the National Health Service. On the other hand, those doctors who practised medicine for the sake of practising medicine and healing the sick weren't bothered that much at all. They seemed to have overcome some of the economic ramifications and decided they were doctors to heal the sick, not necessarily to buy yachts or invest in downtown office buildings; there were some problems but—

Hon. Mr. Timbrell: I don't think that's the point at all. Repeatedly, all over the UK I was told—and this was an interesting comment—if it weren't for the immigrant physicians in the UK, the National Health Service would collapse—

Mr. Breaugh: Is that right?

Hon. Mr. Timbrell: —because so many of the physicians in the UK have come to Canada and to the United States—one runs into them everywhere—to escape the NHS. You talk about the patients being happy; while I was there a lady in the Midlands physically occupied a hospital bed and refused to go until they removed her gall-bladder because she had been on the elective surgery list for almost two years. Under the NHS in the UK—I think my figures are correct in this—they have fallen to the point where they are now at 2.2 active treatment beds per thousand or lower; I think 2.2 is about the highest.

There are tremendous frustrations there for the physician who wants to practise medicine because you've got the ministry at Whitehall, you've got the district health councils, the regional health councils, the area health councils and then the administration within any given hospital. In Scotland, being frugal types, they've left one of those levels out, I think it's the area health council. The thing is, it is so over-administered and there are so many layers that the whole thing is grinding to a halt.

Mr. Breaugh: I think the last time I heard that was in Owen Sound.

Hon. Mr. Timbrell: What did you hear in Owen Sound?

Mr. Breaugh: Virtually just what you said in criticizing the National Health Service in England. I have a friend who practises medicine in Owen Sound and he tells me

that is what is wrong with Ontario's health-care system.

Mr. Chairman: Who was speaking, Mr. Breaugh?

Mr. Breaugh: I don't think I'll read his name in here. He's a friend.

Hon. Mr. Timbrell: Oh, him.

Mr. Breaugh: Yes, him. Okay, could we leave an obvious difference of opinion. I just wanted to balance the minister's view.

Hon. Mr. Timbrell: I didn't come away with a very good impression of it.

Mr. McClellan: You should have gone to Sweden.

Mr. Kennedy: Could I just ask a question of the minister? How many hours a week does a physician work? Are they scheduled for a certain period of time or do they work shifts?

Hon. Mr. Timbrell: In the NHS?

Mr. Kennedy: Yes.

Hon. Mr. Timbrell: Those who are in the government clinics would be on schedules. They have all got a particular capitation assigned to them, as I recall it. So that pretty well dictates their work week, a roll of people that they care for

Mr. Kennedy: What does the practitioner who has his own little office do—moonlight a bit?

Hon. Mr. Timbrell: Some of them are into front-door, back-door medicine. Front door most of the day they practise for the NHS with a salary paid for them, and evenings and weekends, back door, they practise on a fee for service. Or you end up with Harley Street, or that kind of medicine where they deal exclusively outside of the NHS.

Mr. Breaugh: I want to pursue the matter of the St. Catharines clinic just a bit further than we have so far. The cost-analysis there and the comparison with Brantford are perhaps open to some argument. One argument that I have heard is that the St. Catharines clinic paid its inside staff much better than the Brantford people did and that was essentially the difference. Whatever happened to the recommendation by the Ontario Council of Health—you have a proposed sample size here—which recommended a minimum of 50 health service organizations? What's happened to that?

Hon. Mr. Timbrell: We've got 30 now, We were up as high as, I guess, 32 with St. Catharines and then we merged the Alexandra Park and the Niagara HSO with the West Central Clinic.

Mr. Breaugh: How much of the comparative information that you offer here on these two tables really is the amount of money paid to internal staff? How much does that affect these comparisons?

Hon. Mr. Timbrell: If I may, maybe I'll let Mr. Berry, who's head of that program, respond to that, because I don't have all the figures in my mind.

Mr. Berry: They represent total comparison of these two tables and there is no breakdown in the study for that kind of staffing. There's an indication in the document of how much physicians are paid but I don't think there is a breakdown of that nature,

Mr. Breaugh: May I ask why that wasn't done, because that's an obvious difference?

Mr. Berry: I'm sorry, I would have to defer that to the committee decision about why they didn't break it down that way. In a sense, this was an attempt to look at the total cost of health services and it was done for that purpose, rather than for indicating how those might be broken down.

Mr. Breaugh: The reason I want to pursue this is that this is obviously a model you are considering in other circumstances and which I would argue is probably as good a model or a better one than health care systems presently in operation in a number of municipalities. We happen to have in my own riding a dental clinic which is, in my view, rather successful from most points of view. In terms of the consumers there, they seem quite pleased with it. In terms of cost, that seems to be well in hand. As a matter of fact, something like a quarter of a million dollars loan that was used to finance the setting up of the operation is, I believe, now paid off totally in about 18 months of operation. So the model seems to be a particularly effective one. Why did this particular study say otherwise?

Hon. Mr. Timbrell: I think it got down to two points. First of all, the cost was significantly higher. Correct me if I'm wrong, Mr. Berry.

Mr. Breaugh: But you're not sure why the costs were higher? I read your table but it still doesn't address itself as to why.

Hon. Mr. Timbrell: The body of the report, as I recall—and I can't recall every part of it, it's now eight or nine months—got into a number of factors in terms of practice profiles, or the types of practice, the utilizations of various services and kinds of things that were done there. The first was cost, and the second was that there was no demonstrably solid argument that having them on

salary as compared to a fee for service was putting the patients in any better-off kind of situation than the people in Brantford. In other words, the people would be just as well cared for at eventually lower cost to the government than if it was allowed to revert to fee for service. The doctors are still there, still in that building; the foundation still owns the building and things are carrying on. I think they had some problems sorting out medical records, but as I recall that's straightened out.

Mr. Breaugh: Let me move on; we'll come back to that one later I suspect. In your answer to the question about how does the minister examine the ways of controlling unnecessary hospital admissions and operations and so on, I want to go again to that SPAR report, and in this instance there are a couple of lines at the beginning of it that tweak my interest.

You went on to give a long description of how you are developing guidelines and what not, but at the beginning of the proposed industry response—this is on page 16 of that SPAR report that was tabled—it says: These mechanisms exist as required by the accreditation criteria and the Public Hospitals Act but are not uniformly active or effective."

Could you explain that to me just a bit? How do those two jibe? You seem to be saying on one hand that that information should be there and should be able to operate on that but for some reason it's not happening, and then you go on to give a rationale as to how you are trying to work—

Hon. Mr. Timbrell: Regulation 729 requires that in the bylaws of a hospital there be provision for an admissions and discharge committee. It's an inherent part of the system. Again, I realize that this is a difference in policy, if I remember my 1971 policy books correctly.

We believe that the hospitals should continue to be operated by community boards and develop their relationship with their medical staffs, including this sort of thing, so that even within a given community there will be a difference in the way this requirement is applied by a given board and medical staff. Some are extremely diligent. Others, frankly, are lax—and where we come across this we draw it to their attention—in developing and making these admission and discharge committees function properly.

They say that in recent years, as I have pointed out many times, the average length of stay in hospitals has come down from just over 10 to just over eight days. This is a function of a number of things, but not the

least of them being the more effective utilization of admission and discharge committees.

Mr. Breaugh: So that's just kind of sitting there? It's a requirement which in some places is not being met, you say?

Hon. Mr. Timbrell: Basically, what I take this recommendation to mean is, "Look, start cracking the whip harder," if you will.

Mr. Breaugh: Are you doing that?

Hon. Mr. Timbrell: Yes, we have been doing that the last number of years. They are just saying we should apply even more pressure.

Mr. Breaugh: What have you done, for example, in the last six to eight months on that? Have you sent directives to hospitals or what?

Hon. Mr. Timbrell: Just through our area teams and through the institutional division one hears from many hospitals on a regular basis concerns about budgets, and we constantly point out that one of the areas that they can and should be looking at is the admission and discharge to make sure that their average length of stay is as low as it can be.

Over the last year that I have been minister I have talked to several doctors who chaired these committees and usually—I don't know whether Dr. Elgie would agree or not, but this is my impression anyway—it requires a doctor who has got a fair degree of stature among his peers and who can come to another doctor and say, "Look, compared to everybody else around here, your gall bladder cases are taking two, three, four days longer. It has got to change. Let's smarten up and get that down."

Not just anybody can do that. It has to be a doctor with significant stature to have already retained the respect of that other physician to say, "All right, I will work with the committee to see what can be done to get my admissions and discharges in line with the rest of the hospital" and then it works between hospitals as well. I don't know if you would agree with that.

Mr. Elgie: I think your directive has prompted these committees to become more and more vigorous.

Hon. Mr. Timbrell: And restraint in the budget.

Mr. Elgie: Yes, your global budget restraints.

[5:30]

Mr. Breaugh: My difficulty, you see, with your response is that on one hand you are cracking the whip but on the other hand you can't really tell me how you are cracking the whip, except to say you need a doctor of

some stature to tell somebody else working in the same clinic to shape up.

Hon. Mr. Timbrell: There were several thousand beds closed in the last few years. The budget increase for this year is an average of 4½ per cent and they have been put on notice that the 1979-80 target is 4½ per cent. There is also the ongoing day-to-day relationship with the institutional division and particularly the area teams which are regularly in these hospitals and analysing their activities to see what they can do. For instance, when we sent out the budgetary letters for 1978-79, we said to the hospitals we want to know where they are going to cut services, recognizing that most are going to have to cut some services, so that our teams, if need be, can come in and give them advice perhaps to the contrary or suggest areas they haven't looked at yet.

I don't know this for a certainty, but I am just taking it as given that one of the things they are always looking at is the effectiveness of their admission and discharge planning. This doesn't happen very often but not long ago at the request of the board of the Arnprior hospital, I sent a team in there made up of representatives of the OHA, the OMA and the ministry. One of the things they did and which they have commented on—the report will be out fairly soon—was the effectiveness of the admission and discharge planning. It's the very key medical committee in a hospital.

Mr. Breaugh: Are you developing what some day might be province-wide standards for those practices? You seem to be doing that on a local hospital basis or the hospital may.

Hon. Mr. Timbrell: By diagnosis, do you mean?

Mr. Breaugh: Yes.

Hon. Mr. Timbrell: No.

Mr. Backley: It is being done in some areas. In Niagara in particular they are looking at the possibility of setting some norms. What is becoming a common practice in many hospitals is to predict a day of discharge before the patient is admitted. That certainly is one trigger point that the admission and discharge committees would look at. If you are in for an appendectomy, it may be three or four days or something like that. If you were there for the fifth day, then someone is going to ask why is this patient still here, or if it is something longer, it could be 20 days and someone will then ask why is the patient there. That's the approach.

The general approach over the last eight years has been to reduce the amount of resources going into the institutional sector either by cutting beds or by limitations on the budget. It has had the impact that the physicians are showing much more interest now in the length of stay of their peers. In fact, where we have problems is where there is no peer pressure, as in Arnprior where the majority of the physicians practise out of one clinic so that there isn't the same kind of peer pressure you might get with two clinics. Those peers look at each other and say: "Your cases are staying in longer for this particular diagnosis. Why is this so?" To assist them in that, we have an HMRI patient data system, which admittedly suffered from a number of deficiencies up to about the latter part of 1976 but is now getting a good turnaround and the hospitals and the physicians are showing much more interest in using that data about managing their resources.

Mr. Breaugh: I take it from the comments then that you are pooling this information, developing norms and exchanging that between various hospitals?

Mr. Backley: Not developing norms.

Hon. Mr. Timbrell: Exchanging the information of HMRI and so forth but not developing province-wide standards for appendectomy, for instance.

Mr. Backley: I think the emphasis is letting the physicians develop their own norms, if you want to use that word, rather than having someone dictate the practice of medicine from outside the hospital.

Hon. Mr. Timbrell: Even when they are on salary, they don't do that.

Mr. Breaugh: It certainly indicates who runs the system.

Hon. Mr. Timbrell: Even when they are on salary, it's clear who runs the system.

Mr. Breaugh: You are being provocative again. Could you elaborate for me the considerations that you gave to the interesting word, a payroll tax? What studies did you do? What thoughts do you have? For example, if this whole thing was now called a payroll tax as opposed to a premium, we would all be in a much different argument. Could you be a little more specific in defining what you mean by that and how you—

Hon. Mr. Timbrell: The only thing that was done in the preparation of this game was what I refer to euphemistically as a shopping list, almost back of the envelope stuff, that if the government were to go away from the existing system, what would we save on

administrative costs. The guesstimate at the time on the staff was 625 people—just back of the envelope stuff and nothing more. Now, why do we put payroll tax down there as opposed to putting personal income tax or whatever? Well, again, a payroll tax—

Mr. Breaugh: Yes, why don't you?

Hon. Mr. Timbrell: —a payroll tax in my view, if one was ever going to change, would maintain this visible link.

Mr. McClellan: The visible link that isn't there.

Hon. Mr. Timbrell: It's philosophy, it's philosophy.

Mr. McClellan: It's propaganda that disputes your own findings.

Mr. Breaugh: Without tabling the document and violating your code, are there parts of this health plan document—could you take a look at it and maybe if you thought, since we can't get the document itself—I find this a ludicrous position to be in.

Mr. McClellan: How are you so definite what's in it, if you haven't even looked at it?

Mr. Breaugh: Could you get somebody on your staff to look at it—or maybe you could do it if you want to vet it yourself personally—and present to the committee some version of what the health plan document is? It really quite intrigues me that there is this document that you are working on and that obviously is changing and that obviously plays such a central role in all of what we are about and yet we can't get it, aside from the little off-the-cuff remarks that you made.

Hon. Mr. Timbrell: I understand the member's curiosity but I really can't add much more than what I said before, which was in very general terms—the themes that are in there. I really don't think I can table any part of it without being inconsistent with what I said before about cabinet documents and my responsibilities as a minister with respect to cabinet documents. Hopefully, it won't be that many months before we will have final cabinet approval and will be releasing it.

Mr. Breaugh: Could I just go back to that one other point that we discussed before? What did happen to the Council of Health's recommendation about 50 HSOs? You said that you now had about 30. When would we see the minimum sample that they say is necessary?

Hon. Mr. Timbrell: I have no particular date in mind. I am concerned right now that we finish the development of the particular goals and objectives with each of the HSOs and get on with ensuring that

the ones we will ultimately retain are on a sound basis. I have no particular date in mind.

Nor for that matter do I, as minister—and I don't know that the previous minister did—accept that recommendation. I certainly don't accept that we have to have 30, 40 or 50. Certainly there has to be a fair number to have a representative group to evaluate, but—

Mr. Breaugh: So you are not concerned that this thing might be decreed invalid by the very fact you haven't really tried it yet? I mean, I would make an argument with you that the St. Catharines clinic was axed unfairly and I would be concerned, since the recommendation of the Council of Health is very specific in this regard, that you seem not to be paying any attention to some pretty important people in our health care system.

Hon. Mr. Timbrell: No, quite the contrary. In fact I had a little bit to do with getting one of them started a number of years ago when I was an alderman and also when they ran into some financial problems four or five years ago I had something to do with the federal government keeping it going. My interest in that area is quite sincere and real. In looking to the long run for those HSOs, I am also interested that we, wherever possible, get them on a firm financial footing. One where we can identify and defend the various goals and objectives for each HSO, because they are in obviously vastly different communities, whether it is Sandy Hill—was that the one in Ottawa?—

Mr. Breaugh: Just for interest's sake, could we get a list of the 30?

Hon. Mr. Timbrell: Yes.

Mr. Breaugh: I don't want to take up the time of the committee but I would just appreciate knowing where they are and what they're all about.

Hon. Mr. Timbrell: And I am interested that we develop the most appropriate fiscal arrangement for them. Have you got the list?

Ms. Gigantes: In Ottawa they have to come looking for funding every six months.

Mr. Breaugh: My concern, very frankly, is that the recommendation was for 50. I guess the basis of that would be quite simply that you want a substantive number so that you can compare and account for local differences and things like that. It is a concept that I support and I would like to see that it is given a fair chance, that in the end whatever evaluation is done of it

is done with some fairness and that the project stands a chance to survive in the first instance. I am not convinced that that is true. The ones I am aware of are making long arguments about funding, co-operation and getting squeezed out of the picture by some other establishment figure in the area. I am concerned that if we are going to view this as an alternative or something that works and provides good health care, which I believe it does, I want to see it given a fair chance.

Hon. Mr. Timbrell: I would have to say that it has and it is not as though the program's life is in jeopardy. At this point, I would suggest we have made pretty significant progress in the development of HSOs in the last four or five years. It is very much a matter at this point of consolidating and in some cases weeding out ones that aren't going to make it. For instance, I mentioned earlier that we saw the merger of Alexander Park and Niagara Centre because on their own the two were showing all the signs they just couldn't make it in terms of financial viability in relationship to the number of people on the roster and the chargebacks and so forth.

By bringing them together, they have a chance of making it as an HSO. It is a matter of trying to work through that process and get on with the business of the goals and objectives, the evaluation and so forth, before we head into any further major expansion of HSOs. We have learned a lot in the last five years. We are trying to make the best use of that experience and that knowledge over the last five years and then carry on from there.

My deputy points out that these indices I referred to will put us well ahead of any other jurisdiction that has tried to get into HSOs, once we get these working, hopefully by 1980.

Mr. Breaugh: Can I just ask one final question and then I'll yield, for the day anyway? A lot of the things that I asked you questions on were not specifically asking for a document put together by a group somewhere else on a specific or generalized scheme. I really was trying to get at some of the analysis that you surely must have done within your own ministry. The documents we got back are rather few in number. Are you saying you don't do that kind of comparative analysis? Surely you must and surely there must be more relevant documents that you would want to table with the committee in running not through a shopping list but an analysis of what is good or bad.

I mean the comparative work that you surely must do.

Hon. Mr. Timbrell: A number of things that you touched on are things which are basically matters of the Treasury which we wouldn't get involved in. Again, I guess—no slight intended—some of the questions from last week were a little bit more specific either in reference to particular reports or subjects.

Mr. Breaugh: Yes, that is the difference.

Hon. Mr. Timbrell: We were better able to determine what it is that the other party wanted. I'll point out again, to illustrate that we are being as open as we are, that we think the one report, the 1973 report, is the one that you want, even though you gave two examples and Mr. Armstrong.

Mr. Backley: If it isn't, can we have it back?

Hon. Mr. Timbrell: Yes, if it isn't, can I have it back? Presumably, that is what you wanted, but again I just illustrate we are trying to be open. Taking a literal interpretation of what was in the questions, one would not have tabled that document.

As I mentioned, some of the things are purely Treasury-related. Any other questions you have we will answer here or at estimates.

Ms. Gigantes: Does that mean the structuring of the financial system in health is Treasury-related as opposed to health-related?

[5:45]

Hon. Mr. Timbrell: Yes.

Mr. Breaugh: Are you in effect saying, too, that for a lot of the questions that I wanted answers to, you don't have the studies or you don't have the analyses; that it is outside of your ministry, it is done by Treasury?

Mr. McClellan: Visible link studies?

Hon. Mr. Timbrell: This is true of any government, that the—

Mr. Breaugh: I don't want to interrupt you but I want to make the point that we did ask you to provide us with the comparative analysis that your government, as opposed to your ministry, must have done. Is the reluctance simply that your ministry didn't do those analyses, that Treasury did them?

Hon. Mr. Timbrell: That's right.

Mr. Breaugh: Could I ask you then simply to forward to Mr. McKeough's office—

Hon. Mr. Timbrell: It has already been done.

Mr. Breaugh: Okay. And they will make some comments on some of these questions and table documents?

Hon. Mr. Timbrell: We have already sent to his office your questions with an indication of those which were in TEIGA.

Mr. Breaugh: That's fine. Thank you.

Mr. Chairman: Can we leave this matter now?

Ms. Gigantes: I have a question. I would like to go back to the questions that our caucus group had asked the minister about; questions two, three and four. Essentially they all relate to the same kind of material. What we are trying to find out is the minister's view and the ministry view of the relationship between how OHIP is structured and the costs of the health system.

The minister has just told us that really the only people who have that view are the Treasury branch, and it is not really within the function of the ministry to look at the structures in the OHIP system or in the medical services system that might determine the finances involved, the costs and the benefits. I would like to refer him to his own ministry studies that dealt with this and particularly the task force on OHIP cost control, physician and laboratory services, which he tabled with us last week, dated March 1973.

On page 37 it begins—

Hon. Mr. Timbrell: There is no number 37.

Ms. Gigantes: Oh, I know why. You didn't put numbers on it, I did! These are my own numbers.

Mr. Van Horne: Are they in any particular sequence?

Mr. Backley: Can you give us a clue?

Ms. Gigantes: Yes, I'll give you a clue. It was impossible for me to follow this document without putting my own numbers on it. It is the section that begins "OHIP cost control, physician services."

Mr. McClellan: Mine is numbered, isn't yours?

Ms. Gigantes: I put numbers on it. Each section is numbered separately, and within that we are dealing with page 13. On page 13 over to page 16, "Undesirable trends in medical practice."

Mr. McClellan: That is the section I was referring to earlier.

Ms. Gigantes: We have four pages of undesirable trends, and I would like to know what you have been doing about those four pages of undesirable trends, because as the task force points out these are trends which definitely have an influence on the cost of the medical services system.

Hon. Mr. Timbrell: I mentioned earlier the joint task force with the medical asso-

ciation, headed by Dr. Laird, which is looking at surgical procedures, which is I think one of your overall concerns and certainly one which we share.

Ms. Gigantes: I would like to go through it in detail.

Hon. Mr. Timbrell: That is where we get into the use of the facilities—our earlier discussions on admission and discharge planning committees.

Ms. Gigantes: That is not what that has to do with. This is section two, the use of hospital facilities for office procedures, which is quite different.

Hon. Mr. Timbrell: I was going under utilization and just the generic question.

Mr. McClellan: That is sub-item 4.

Ms. Gigantes: I would like to go through those items. When you say undesirable features, this has to do with too much surgery perhaps in some areas, and you say that's being looked at by a task force?

Hon. Mr. Timbrell: Yes.

Ms. Gigantes: Number two?

Hon. Mr. Timbrell: I would have to ask someone who is familiar with the most current fee schedule to advise whether we have—

Mr. McClellan: Before you move off number one, is that statistic still valid that tonsillectomies are performed in Ontario at a rate which seems to be the highest in the world?

Hon. Mr. Timbrell: I am not sure. We'll check and get you an answer.

Mr. McClellan: At any rate, that's something that is now being studied in 1978?

Hon. Mr. Timbrell: Yes. This joint task force with the medical association on surgical procedures. The tonsillectomy rate is coming down. We can produce figures, but we'll get you more correct figures later.

Mr. McClellan: I would like to relate it to world figures and figures in other Canadian jurisdictions. It's a good indicator of use in 1973 and it would be useful to make that comparison in 1978.

Ms. Gigantes: Now point two, Mr. Minister?

Hon. Mr. Timbrell: On the current fee schedule, since 1973, they use the example of the suturing of lacerations—but the developments in the fee schedule, or the benefits, let's put it that way, over the last five years, would that still be the case?

Mr. Backley: No.

Hon. Mr. Timbrell: So it has been corrected in the schedule.

Ms. Gigantes: Can we have the figures on that?

Hon. Mr. Timbrell: We can get some of the figures in the progression of that change.

Ms. Gigantes: Can I ask you whether the recommendation that differential unit values for office and hospital procedures and/or an overhead factor which might encourage augmented office practice at potentially lower cost has been acted on?

Hon. Mr. Timbrell: This is an ongoing argument between people who are in the Ontario Hospital Association and some medical types as to where certain types of emergencies are better looked after—whether it is in hospital or in the physician's office. As recently as two or three months ago the Ontario Hospital Association, or at least the director, had written to me advancing the proposition that in fact the hospital was the less expensive. That's an ongoing argument, really.

Ms. Gigantes: Do you have any studies in the ministry now which would indicate what the magnitude of that problem might be?

Hon. Mr. Timbrell: Just raw data.

Ms. Gigantes: Item 3, inappropriate payments to physicians for visit fees in hospital?

Hon. Mr. Timbrell: One of the things which is on the list which Mr. Kennedy wants to discuss is the business of changing, basically removing or cutting back, the supportive visits under the fee schedule. That's really what that is getting at.

Ms. Gigantes: Do you have any figures attached to any background documents in the ministry that would indicate how much money is involved in a change of that nature?

Hon. Mr. Timbrell: That's easy, we can just pull that out of the data base.

Mr. Rose: Estimated savings, \$2.6 million.

Ms. Gigantes: Number four, a long item, talks about inappropriate use of physicians under two sections, on utilization, overservicing and overutilization. It goes on then, on page 16, to say that the basic problem is not overutilization but overservicing. I wonder if you've updated any of your background material that would indicate how big a problem that is? There's no figure attached here.

Hon. Mr. Timbrell: As I indicated before, my approach has been, rather than trying to zero in on patients and say, "Look, you're

overusing the system or you're abusing the system," rather than zeroing in on doctors and saying, "Look you're overutilizing"—

Mr. McClellan: That's a copout.

Hon. Mr. Timbrell: No, it's not a copout, it's a simple realization that it's a problem shared by everyone involved in the system, whether you're a provider or a consumer of the system.

Mr. McClellan: It's a copout. You know why I'm saying it's a copout. Because all of the evidence indicates that—

Hon. Mr. Timbrell: I'd like to finish what I'm saying.

Mr. McClellan: Yes, but—

Hon. Mr. Timbrell: But what?

Mr. McClellan: You don't have to be ritualistic about it. The evidence indicates that it is the doctors' control of access to the medical care system which is the problem. The task force report argues against government propaganda—their phrase—discouraging people from seeking so-called unnecessary medical care.

Hon. Mr. Timbrell: I just don't agree with that.

Mr. McClellan: It's all based on your own ideology. It's not based on any scientific data.

Hon. Mr. Timbrell: Since then we have developed the medical review committee, Dr. Gold's operation, which has been very effective, and getting more so every year.

Mr. McClellan: More effective is right.

Hon. Mr. Timbrell: It's not a case—I think this is a fundamental error that a lot of people make—of trying to pin the problem of the growth of utilization entirely on any one sector, whether it's the hospitals or whatever. There are problems, I acknowledge, with the professionals, as much—

Mr. McClellan: In any system the number of factors affecting a particular cause are going to be varied, but there seems to be agreement everywhere except at the political level that the primary causative factor is the complete control of the profession over access to the system.

Hon. Mr. Timbrell: That's true in part.

Mr. McClellan: When you ascribe equal merit to other causes and then develop your programs to deal with the cause based on that basically political assessment, you're not dealing with anything except politics.

Hon. Mr. Timbrell: That's true in part, but it doesn't answer the fact that a person shows up in emergency or a doctor's office and

they've got to be seen. I think it's fair to say—and again, there are no quantitative studies but just the material that comes across my desk from the public and practitioners—there are concerns about shopping around, concerns about the kinds of uses that we made of the system today that we would never have thought of making of it a decade ago, because it's there, and because it's "free." So many people have that feeling.

That's why we've been putting, if you will, the screws on the hospitals in terms of budgets. We've controlled the growth in the number of physicians. We've controlled physician immigration. We've put more controls on laboratories. We've put any number of controls, and I think it behooves us to involve the people who use the system as well so that they know what the system is all about.

Mr. McClellan: I don't think people would object if there was some effort being made to address what people agree is the main causative factor, okay? Then you could deal with all of these other things, and people would say, "Okay, at least he's coming to grips with it. He's got his hands on the main part and he's got his hands on some of the other pieces that make up the whole picture." But that's not what you're doing. You're consistently taking the path of least resistance.

The chairman is eyeing me suspiciously.

Mr. Chairman: Yes, Ms. Gigantes has the floor, Mr. McClellan.

Hon. Mr. Timbrell: Let me just respond, though. With the development of the MRC in the last few years, and that's just one of the ways and means of getting a handle on the utilization and the direction of the system—

[6:00]

Ms. Gigantes: That's very marginal.

Hon. Mr. Timbrell: More than marginal. In fact, with each year it's improving, especially as we are improving the data base. This is the argument we've had at the public accounts committee: Do we have enough people in Dr. Gold's section? We think we have enough. The fundamental and overriding question is: Is the data base sufficient? That's what we're working to improve, so that we've got better material with which Dr. Gold and his 14 or 19—I forget the number—staff can work.

So I think we're within the philosophy of the system, and you can throw in the development of the UPI eventually—the unique personal identifier—which will assist in monitoring the system and controlling the

growth in utilization and the direction of the system. I think by any reasonable standard it is under control.

Mr. McClellan: No, no. You're not beginning to deal with it.

Hon. Mr. Timbrell: Compare it with anything else you want.

Ms. Gigantes: On this same subject, it's quite clear that utilization is a cause of growing costs in health care. This task force report says, "While overservicing and overutilization may have something in common with a piano duet, the fact remains that the basic control of utilization lies with the doctor." The same task force describes two prime methods of dealing with increases in costs, and it says regulation is one method. That's the way you're dealing with the overutilization.

Hon. Mr. Timbrell: Not in the way they recommended.

Ms. Gigantes: No, you're certainly not doing it in the way they recommended. But the other way it recommends is the relative value fee schedule, deciding how much you expect to pay for services to physicians in a given year, dividing that into 12 monthly payments, and then letting utilization fall where it will in terms of how much the doctors get paid. That seems to me to be a terribly effective way of deciding how much your costs are going to be and how the system is going to be utilized. That seems to me to be putting things in a framework in which one could reasonably expect to produce results, if, as this report says, the basic control of utilization lies with the doctor.

It's not suggesting, I would point out to you, that patients' utilization should be controlled. It's saying, rather, that the doctors' control over utilization should be put within a framework of constant payments, no matter how often they encourage people to return to the doctor.

Hon. Mr. Timbrell: Yes, I'm sure they wouldn't recommend control of patient utilization, because I don't know how you control it really. No one in his right mind is going to suggest that you put up any institutional barriers to actually stop a person. It is again a matter of education of the public, of their knowing what is happening to their system.

Ms. Gigantes: We are agreed that this is not recommended. We are agreed on that. What is recommended and what is your position on it and what is the ministry position on it?

Hon. Mr. Timbrell: As you know, we have only just in the last week, 10 days, finalized

an agreement with the OMA whereby we are moving away from a dependence on the OMA fee schedule and will now have a government schedule of benefits.

Ms. Gigantes: Yes, but how are you going to deal with opting out under that, overbilling under that, co-insurance under that, all these related matters? It seems to me that what you're doing is—

Hon. Mr. Timbrell: There's no suggestion that we're bringing in co-insurance.

Ms. Gigantes: —time after time dealing with ministry documents which suggest to you ways of controlling the increase in utilization. You're ignoring the basic recommendations and saying, "No, we're not going to do it that way. We're going to do it all by review and regulation and so on." It's quite clear in my mind that that's not going to work. Ideology aside, it's not going to work.

Hon. Mr. Timbrell: With respect, I think ideology and philosophy have something to do with it.

Ms. Gigantes: Do you think the people who created this necessarily have my philosophy?

Hon. Mr. Timbrell: I have no idea.

Ms. Gigantes: I really doubt it. I think they're professionals in their field.

Hon. Mr. Timbrell: I have no idea. All I can tell you is that this represents philosophy which I couldn't accept. I can well understand why it got no further with the Minister of Health of that day.

Ms. Gigantes: Let me suggest to you that if you look for other remedies, they're not going to work.

Hon. Mr. Timbrell: Well, you know, at some point in this committee—and I had hoped we'd get into it today—we'll want to know: Is the kind of regulation of the medical profession, the virtual dictation of the practice of medicine, your alternative?

Ms. Gigantes: Who recommended that? Is that what's recommended by this task force? There's nowhere a recommendation for a dictatorship of doctors in here. It just suggests that very reasonable kind of method of paying them.

Hon. Mr. Timbrell: I'm trying to find the section where they point out that the regulatory direction, which they are mentioning here, without significant constraints on the cost of the system and without the commitment of the government and the Legislature to those constraints at every point—

Ms. Gigantes: Yes, but they suggest a method of constraint here.

Hon. Mr. Timbrell:—just a minute, you and I have a problem, we never let one another finish—without that commitment at every step along the way, the regulatory system—and I can't find the page where the comment is made.

Ms. Gigantes: But their recommendation for a financial constraint is one that you are rejecting on philosophic grounds, and it seems to me a most reasonable recommendation.

Hon. Mr. Timbrell: It's a type of regulatory approach. It's a type of philosophy I cannot accept.

Ms. Gigantes: No, it's a payment system. All the regulations in here are things which you say you are following up but the payment system—the relative value fee system—is one you reject.

Hon. Mr. Timbrell: I would suggest to you that with this latest development of separate scheduled benefits we now have an opportunity—which I indicated in the House the other day and again in here today—to begin to influence directly the direction of the system in a way quite different from anything we've done before.

Ms. Gigantes: Not without some kind of policy on opting out and this task force makes that very clear.

Mr. McClellan: They are going to opt out and you are going to have your Harley Street medicine.

Hon. Mr. Timbrell: No, no. I think we went through that the other day and, with respect, you will find that everybody is not going to opt out.

Mr. McClellan: We will be going through it for a long time to come, so don't dismiss it every time it comes up because it's not going to go away.

Hon. Mr. Timbrell: The prospect is not going to go away, and the prospect has been there since the plan began, of course. But it hasn't materialized.

Ms. Gigantes: It is much more attractive now.

Hon. Mr. Timbrell: No, I don't agree.

Mr. Chairman: Have you completed, Ms. Gigantes?

Ms. Gigantes: Yes, thank you.

Mr. Chairman: The committee will adjourn to reconvene after question period tomorrow.

Hon. Mr. Timbrell: Will we start with Mr. Kennedy's questions tomorrow?

Mr. Chairman: Yes, I had anticipated that. Mr. Kennedy and then Mr. Smith or Mr. Conway.

The committee adjourned at 6:08 p.m.

SPEAKERS IN THIS ISSUE

Breaugh, M. (Oshawa NDP)

Cassidy, M. (Ottawa Centre NDP)

Conway, S. (Renfrew North L)

Elgie, R. (York East PC)

Gaunt, M.; Chairman (Huron-Bruce L)

Gigantes, E. (Carleton East NDP)

Jones, T. (Mississauga North PC)

Kennedy, R. D. (Mississauga South PC)

Lane, J. (Algoma-Manitoulin PC)

McClellan, R. (Bellwoods NDP)

Smith, S.; Leader of the Opposition (Hamilton West L)

Timbrell, Hon. D. R.; Minister of Health (Don Mills PC)

Turner, J. (Peterborough PC)

Van Horne, R. (London North L)

From the Ministry of Health:

Backley, W. A., Deputy Minister

Berry, R. G., Director, Program Development Branch

Rose, J. B. S., Assistant Deputy Minister, Administration and Health Insurance



Government
Publications

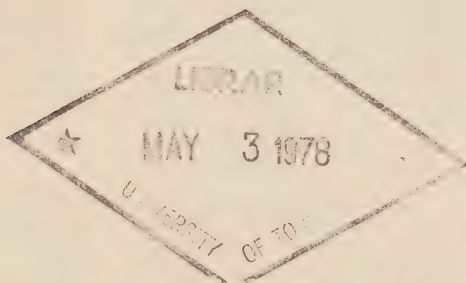
No. S-10

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Ministry of Health Annual Report 1976-77



Second Session, 31st Parliament

Tuesday, April 18, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.



LEGISLATURE OF ONTARIO

TUESDAY, APRIL 18, 1978

The committee met at 3:25.

MINISTRY OF HEALTH ANNUAL REPORT 1976-77

(continued)

Mr. Chairman: I see a quorum, so we will call the meeting to order.

Mr. S. Smith: I realize that Mr. Kennedy is next to speak, but if he would just yield for a moment I would be grateful.

I am going to hold a news conference in a few moments at which I will be outlining the alternative proposals that the Liberal Party wishes to put forward regarding the Treasurer's (Mr. McKeough) 37.5 per cent OHIP premium increase.

The committee has asked to be able to discuss these alternatives and by way of resolution asked that these be presented to the committee. Out of respect for the parliamentary process and as a courtesy to my fellow members on the committee I wish to present this material here first before I leave you, Mr. Chairman, to present it to the news media and via them to the people of Ontario.

So I would like to table this with you. I believe other members have been or will be provided with copies. Have other members received copies?

Mr. Chairman: No, we will distribute them, Mr. Smith.

Mr. S. Smith: You will? Then that's fine. I recognize that you may have questions. As soon as I am finished with my press conference I will return and if it be the wish of committee members to discuss this, certainly I will be quite happy to. If they prefer to wait until tomorrow I'll be here then. I'll certainly do whatever the committee wishes with regard to answering questions on these matters.

So with your leave, Mr. Chairman, having tabled this matter I will now exit only to return shortly, I trust.

Mr. Chairman: Mr. Kennedy is first on the list today. Before we actually get into that, however, I should alert the committee to the fact that I have received a brief from the Canadian Council on Social Development with respect to the OHIP matter. The council sent along two copies so we are attempting to

make additional copies now to distribute at least to the critics of the two opposition parties and to the minister. I thought I should alert you to that fact.

[3:30]

The council, incidentally, expressed disappointment that this committee wasn't going to hold public hearings. I have, as of today, written to them and indicated that the time was so short that we haven't seen fit or it just simply wasn't possible to hold public hearings on this matter at this time.

Mr. Conway: You indicated that you would be getting copies of that document for each member of the committee?

Hon. Mr. Timbrell: I will turn the copy which you handed me over to the Treasurer since it deals exclusively with the financial structure. I can make a copy and save you the trouble.

Mr. Chairman: Fine. Thank you.

Hon. Mr. Timbrell: There will be an opportunity later on to find out from our estimates, looking at the expenditure portion, what the Leader of the Opposition means. We'll want to consider this at least overnight. Perhaps the hon. member for Renfrew (Mr. Conway), if he has my estimates book with him—if not, I have a copy—could just indicate which vote and item that refers to so that we'll be better able to consider it.

Mr. Kennedy: What caught my eye—and I think that of all members of the Legislature—is where are the alternatives? This is really what the committee is all about. Were there other ways of achieving the same ends, recognizing the rapidly escalating costs?

Among the voluminous material put before us were these sheets dated September 7, 1977, Measures to Eliminate Shortfall. These totalled \$588 million, plus a change in physicians' fee increase that could have involved \$20 million, from \$8 million to \$6 million. That has been dealt with. We're speaking of the \$588.5 million set out in this.

It involves two aspects. One is other ways of funding, such as transferring the costs to users as it's headed up; the other has to do with reductions in health care service. Certainly the second one, reductions in service, doesn't grab me. There may be areas

that to some extent could be examined and savings made in these areas.

Mr. Sweeney: Could I ask Mr. Kennedy what he's referring to?

Mr. Kennedy: I'm sorry. It's this Ministry of Health document that we were talking about yesterday. Perhaps I could first ask the minister to clarify something. The budget statement on page 32, appendix C, table 1, quoting from the Impact of Premium Increase at the bottom of the page, says: "Table 1 shows that the new premium levels will raise \$1,120 million in revenue for 1978-79. Premiums will cover 34 per cent of expenditures as opposed to under 26 per cent had the old rates been maintained," and so on; the total from premium levels is that amount. Then on page 15, which is the budget statement, it says the change proposed in the OHIP premiums will generate an additional \$271 million, which takes the percentage to 34 per cent.

In this shortfall paper, setting out these potential savings, we are up to \$588 million if the premium increases are indeed to raise increased costs, which I understand are in the vicinity of \$300 million, and the problem is to fund those additional costs to the entire budget. The ministry people then went through an exercise as to the possible savings of \$588 million; why did you go almost double, if indeed we are speaking only in the area of \$300 million?

Hon. Mr. Timbrell: When we began our exercise, as it were, to put together the 1978-79 budget, the level of spending that my staff proposed, as I recall it, was in excess of \$4.2 billion. Our allocation was in the order of \$3.9 billion—the figure changed several times. So we had to find about \$300 million for what the staff proposed we do; in other words, the staff's "wish list", as it were.

In going back to the drawing boards, the direction went to staff to indicate virtually anything that would either generate revenue or where we could make savings in the cost of the system. In particular, as I recall it, there was an indication—I am not sure whether this came from staff or where—that in some cases the only way to save meaningful amounts of money would be to eliminate a program altogether. For instance, you will see there was some suggestion that one of the options the government could look at would be to completely eliminate the drug benefit program, rather than just tinkering with it; there are several other comments that came from other staff, to just wipe it out.

Mr. Kennedy: It sounds pretty unrealistic to me.

Hon. Mr. Timbrell: Exactly; it's unrealistic, it's too drastic. It is a program that's extremely beneficial, particularly to our aged population, and it wasn't considered. We did, through judicious pruning of the system, make it to what was eventually a revised allocation, which shows in the estimates book. But that's why there's the difference. We had to find a lot of money, and this was a list from the senior staff, saying "Here's where we can start, in these areas."

Mr. Kennedy: Other than working around the fringes then, I simply can't see, and would have a lot of problems supporting, a reduction in services. For instance, if I can refer to the local scene, we are in desperate need of a new hospital addition which you approved in the number of 130 beds; yet at the same time, because of operating costs this year, it says in the headline, "Hospital Closes 30 Beds because of the 1978 Budget Deficit of \$850,000." Mississauga is said to be the fastest-growing community in, I think, the whole of North America. So that's out, as far as I am concerned.

I would like to discuss, if I could, the other alternatives. Again in the budget for this year, on page 15, it is stated, "We have considered other alternatives and rejected them," just in those terms. I presume these are at least included in the alternatives. From the Globe and Mail this morning I expect we are going to hear more of this tomorrow and possibly other things; maybe a discussion of these items today will lead us into what we might be hearing tomorrow.

You have a hospital-user fee of \$101 million which would be saved. I guess my question about user fees, both for hospital ambulances and OHIP, is what are the administrative reasons for not doing so? If we're not going for the premium, are there other alternatives? Could we have some indication of the reasons for not going this route and what would be involved insofar as administrative costs and this type of thing are concerned?

Hon. Mr. Timbrell: In the case of hospitals, there would certainly be an additional administrative cost because, of course, aside from picking up the differential income for semi-private and private rooms, the hospitals are no longer in the business of billing patients and collecting. There's the whole business of bad debts, and there would be bound to be some of those.

As I recall, when we came up with that, we were talking about a charge in the order

of \$8 a day to arrive at that \$101 million figure, of which the suggestion from staff was that \$7 would come to the ministry and \$1 of which would be retained by the hospital to offset administration costs and bad debts. It goes on from there.

It's something which we felt was not appropriate at this time. For instance, before we would even be in a position to consider something like this, we have the problems outlined in the Anderson report on residential services. We have to straighten out some anomalies between the way homes for the aged are funded, both in terms of capital costs and operating costs, and the way, for instance, nursing homes are funded as between capital and operating costs. That's got to be straightened out with some consistency. I think, before we can consider that.

In the case of the figure of \$2 a service for OHIP, that was premised, first of all, on exempting the aged and those on premium assistance, which would bring you down to—I'm not sure whether we used 1975 data on that or not; probably 1975 or, at the latest, 1976 data—a \$2 charge, as it were, per service.

I have always been opposed to that; again, there's not a lot of study on this, but the experience in Saskatchewan was that the ones who are deterred first are the ones whose needs tend to be higher, the aged. Even though they wouldn't pay, it just sets up a problem with their attitude towards this, I suppose.

Also, in the long run, unless you regularly increase—again, I believe this was the experience in Saskatchewan—if you're going to set it at \$2 now, in no time at all you're going to have to increase it to \$3, because it may level off demand for the time being but it will pick up again; and you have to constantly reinforce that. So that type of artificial add-on, while it would generate a significant amount of money, would in the long run, in my view, not be desirable.

Mr. Kennedy: You're going to have the same thing with health care anyway. The forecasts show that health costs will go up, so I suppose there's another adjustment down the road in some way or other.

[3:45]

Hon. Mr. Timbrell: It's only one aspect. The over-riding responsibility that we have in the ministry, as compared to the Treasury, is that the Treasury, of course, is responsible for the form of the collections of **revenue** and the levels. Within the ministry itself our responsibility is to keep the lid, as it were, on the cost side. That means controlling enrol-

ment in medical schools so as ultimately to try to restore a proper balance between doctors and population; it means limiting increases in hospital budgets—all the things we've been doing throughout the province to rationalize the service, to get the most effective utilization of the health services.

You will recall the very first day, the Leader of the Opposition was very kind in his remarks about how well the Ministry of Health has managed the health care system. I think back too to an editorial in the Toronto Star last week which said the ministry was on the right track in keeping the lid on health costs.

Generally speaking, the expressed opinions across the province, editorially anyway, have been to the effect that the ministry is on the right track. We're spreading the impact across the entire system and trying to avoid arbitrary—I hate to come back to the word—Draconian measures to keep these spiralling costs in check.

In the last couple of years—I think I used these figures on the very first day—unlike the previous five years, we've kept the growth in health spending below the growth in the gross provincial product. In the previous four or five years to that the growth in health spending had actually exceeded the growth in the gross provincial product. That's clearly undesirable. The trend we're on now is the more desirable.

Mr. Kennedy: I'd accept that, if the experience is the deterrent fee doesn't work, maybe that term would be wrong; it wouldn't be suitable. Call it the user fee, if you like, or service fee, it still raises so many millions of dollars by applying it. It's an alternative. To say it really isn't effective I guess it isn't, as a deterrent, but it could still be an option for raising funds. Right?

Hon. Mr. Timbrell: Yes, it would, but we've rejected it.

Mr. Kennedy: Yes. All right.

Hon. Mr. Timbrell: The Treasurer in his budget statement, specifically refers to the term fees—I can't recall the page.

Mr. Kennedy: The middle of page 15.

Hon. Mr. Timbrell: He says, "They have argued eloquently against deterrent fees, quite rightly pointing out that such a policy would deny access to our high quality health care system for those least able to pay." That's certainly my view, although it's not the view of some of my staff obviously, or they wouldn't have put it forward.

Mr. Kennedy: I'm not totally persuaded myself.

Hon. Mr. Timbrell: That's what happens in the decision-making process.

Mr. Kennedy: Yes. With ambulance; that's the other item. Perhaps we could discuss that for a moment.

The increase in fee from \$5 to \$25 is unrealistic. Could you enlarge on that?

Hon. Mr. Timbrell: The cabinet agreed, and while we're still reviewing it and there may be an increase, it would certainly not be of that order. The cabinet felt that was too great an increase.

The one you missed was the proposal for a \$1 per prescription charge in the drug benefit plan—a co-payment.

Mr. Kennedy: That's down under number three, I presume.

Hon. Mr. Timbrell: It's on page 70. That was also felt to be—

Mr. Kennedy: How much would that have yielded, \$10 million?

Hon. Mr. Timbrell: I believe it was \$10.4 million.

Mr. Kennedy: We speak of administrative nightmares in collecting and adding new elements to the collecting process. How do they pay the \$5 ambulance fee now? How is that levied on the user?

Mr. Backley: It's collected by the hospital.

Hon. Mr. Timbrell: Yes, it's collected by the hospital.

Mr. Kennedy: What do they do? Bill them or charge on delivery of the—

Hon. Mr. Timbrell: Bill them, it's not COD.

Mr. Kennedy: It's not COD. It's one billing of \$5?

Hon. Mr. Timbrell: Yes. They're presently running at 40 per cent bad debt ratio.

Mr. Kennedy: You say 40 per cent bad debt—on \$5? It's worse than the students, isn't it?

Just to go back to the OHIP user fee: the individual in hospital gets room and board, in effect. If he's home it's going to cost him something to eat there. Is it really so unrealistic to search that out? You say it has been carefully considered and has been rejected.

Hon. Mr. Timbrell: It's been done in several other provinces—in BC I think it's \$5 a day. They've had that for several years. Newfoundland has just instituted a similar system—I think it's \$3 a day, which is to be effective April 1, 1978, to a maximum of \$45. I don't know what the average length of stay is in Newfoundland, but I suspect that in developing that policy they've tied it to whatever their average length of stay is. Ours is

down from just over 10 days a few years ago to just over eight now.

The idea in both cases has been that this would be, if you will, a hotel charge. The food cost, et cetera, would be covered, based on the same principle you're espousing—that you'd have to pay that whether you were in hospital or not. It's a common denominator between your stay in hospital and if you were well and at home, or recovering at home.

Mr. Kennedy: I'm referring to the first page, The Peer Group Review. The hospital inflation reduction—\$255.5 million—what was that from?

Hon. Mr. Timbrell: You have to link that—2b with 3b. One of the proposals, in addition to that was to order specific hospitals to close certain beds. The decision was not to do that so the hospital inflation factor had to come down—which it did—to 4.5.

On page four, you'll notice that \$22 million figure, that comes from reducing the inflation factor from 6.6 to 5.5 per cent. Tied to that was also a reduction in the number of hospital beds—an ordered two per cent cut of all the hospitals whose budgets are \$6 million a year or more. The decision was not to do that but rather to apply the restraint across the whole system. Accordingly, the inflation factor went down even further, to the point where the average increase for the hospitals is 4.5 per cent.

Mr. Kennedy: Is that what they're working with this year, a 4.5 per cent increase?

Hon. Mr. Timbrell: Yes, 4.5 per cent this year. They've been told that 4.5 per cent is the target for next year as well. While some of them aren't too happy, they recognize why we're doing it—part of the overall procedure to keep the costs down—and they at least appreciate the fact that it was the first time they've ever been given two years' notice. I told them about having that 4.5 per cent figure as the goal for 1979-80 on the same day I announced the figures for 1978-79.

Mr. Kennedy: I don't want to be parochial on this but there is a proposal to close 30 beds at the Mississauga Hospital because of a budget deficit of \$850,000. Is there some assistance the ministry can give or would you review this again? We can't cut 30 beds out, this just isn't feasible.

Hon. Mr. Timbrell: Number one, as I said in the House today in response to a question from Mr. Makarchuk I think—

Mr. Kennedy: I wasn't there.

Hon. Mr. Timbrell: —there is no more money. There is almost literally no money left, for any programs, even given the out-

standing commitments. We started from a very small figure as it was—which is another thing that was in here, that figure is much higher than what we actually ended up with. There is no more money.

Apparently our area team has met with the people at Mississauga General, but there has been no conclusion as to what else they would recommend. Giving any hospital more money will mean one of three things: We could go back to the House for supplementaries. We could take it from other programs—but the other programs haven't had rich increases either, other than home care, for instance. This got a big increase because that is the direction in which we are moving as a Health ministry and as a government. We want to encourage things like that. But we either have to take it from some of these other programs and cut them back—in some cases it would mean cutting them further—or we would have to take it from some other hospitals—

Mr. Kennedy: It depends where it is.

Hon. Mr. Timbrell:—and that would be no easy exercise, since none of them, again, have had rich increases.

I don't know if we are going to have to go back for supplementaries or not. I am hoping not, but I certainly don't rule it out. Last year was the first time in years that Health hasn't been back in the House looking for supplementaries. I would like to set that as a new tradition, but we'll know better in about six months time.

Mr. Kennedy: In the meantime, there might be something come out of discussions between your team and the hospital people?

Hon. Mr. Timbrell: Yes, our area team has been in. The deputy tells me they haven't arrived at their conclusions, so they may well have something to suggest—either not closing as many or as an alternative or some combination.

You mentioned granting approval to proceed with the addition. That is looking ahead to the number of beds Mississauga is going to need in the next—I guess it would be by 1982. It's with those needs in mind that that approval has been granted.

Mr. Kennedy: Now we get down to the payroll tax versus OHIP premiums. It is only—I shouldn't put it in this context, but it's a whole \$3 million we are speaking of. What are the details of that? That's a pretty modest intrusion into a payroll.

Hon. Mr. Timbrell: As I said yesterday, that was almost literally a back-of-the-envelope calculation by one of the staff based

on the number of people who work in OHIP and whose jobs are tied to the maintenance of the premium system. The original estimate that I was given was something in the order of 625 people. More recently the staff have told me that it is not that high, it's about 450. So that's salaries and benefits and other associated costs. That does not take into account, on the other side, the costs of starting up an alternate system and the displacement of 450 people and so forth.

Mr. Kennedy: You are not speaking of a payroll tax on employees across the province who would be subject to a payroll tax to cover health costs?

[4:00]

Hon. Mr. Timbrell: The idea was that if we were to look at an alternative, our ministry would prefer one that maintained a visible link with the cost of health care. There is a payroll tax in Quebec, for instance, where they have quite a different tax structure than we do, with their own provincial income tax structure and the staff to do it. Then they spread it between employers and employees, just as unemployment insurance, Canada pension and contributions of that kind are shared between employers and employees.

Mr. Kennedy: I have had quite a number of people say to me the fairest way is to take it from income tax; then those that are higher up in the scale would pay more.

Hon. Mr. Timbrell: That is what would happen with a payroll tax. But it keeps it visible as to what health care is actually costing.

Mr. Kennedy: There are really only a couple of other things I have. Others might have questions with respect to service reductions, I think I have expressed my thoughts on that. Going down to 4(b), funding research from the Provincial lottery, \$9 million; I was curious as to what goes now from the Provincial lottery. I thought the whole thing from the Provincial lottery went to fund research. Do you know?

Hon. Mr. Timbrell: Yes.

Mr. Kennedy: That was the object of it. Where is this extra \$9 million to come from?

Hon. Mr. Timbrell: The initial \$25 million of profit or gain, or whatever the term is of the Provincial lottery, is broken down as \$15 million for health research, \$5 million for environmental health-related research and \$5 million to the Ministry of Labour for occupational health-related research. There is \$9 million in the estimates, roughly, for ongoing funding. The Provincial lottery funding is used for one-time projects, which I guess is

the way to put it. Of that, \$3.5 million went to the Ottawa Health Sciences Centre General Hospital for research space and another \$1.5 million has been spread among Queen's and Western for research space.

There are a great many statutory and non-statutory foundations for which we should be announcing the balance of the allocations fairly soon. Grants have been made from those funds for one-time projects rather than ongoing funding. This \$9 million is the ongoing support of research. Included in that is the annual appropriation for the Ontario Cancer Treatment and Research Foundation and so forth. I personally have to say that something as important and as basic as health care should not be funded—in terms of the ongoing program—should not be funded from something of the likes of a lottery.

It is fine for one-time projects, but you can't build a sound system on something like a lottery. The basic ongoing programs have to come from the premium revenue and consolidated revenue fund of the province.

Mr. Kennedy: In situations such as the Hamilton Medical Centre then, I presume they would get some funds from this for research?

Hon. Mr. Timbrell: Do you mean MUMCE? There is a clinic there.

Mr. Kennedy: The university situation there.

Hon. Mr. Timbrell: McMaster University Medical Centre—MUMCE.

Mr. Kennedy: I wasn't familiar with the terminology.

Hon. Mr. Timbrell: Actually, there is a book that thick of the terminology.

Mr. Kennedy: Are funds from the Provincial lottery used towards their budget? If you didn't have the Provincial lottery, would it be an add-on to health care costs?

Hon. Mr. Timbrell: Each of the five medical schools or medical centres, if you will, has received grants from the Provincial lottery for staff appointments for three years. Everything is within a three-year period. In evaluating through the period review process and through the provincial advisory committee process, in all of the submissions one of the main criteria has been that there must be a reasonable probability of a conclusion, of reaching the objectives within the three-year period. This is not ongoing funding, as in the case of the Cancer Treatment and Research Foundation, for instance.

In some cases that money is being used for research which started years ago. They haven't really arrived at any solid conclusions

yet and they're a long way from it. That's quite different. That's why I wouldn't want to take the operation of the health care system, let alone basic research and ongoing research programs, out of the general revenue funds and put it into the lottery. I think it's too important to do that.

For one-time things, such as paying for some research space in Ottawa, or specific projects, that's fine, but not the ongoing programs.

Mr. Kennedy: Could you come back to the prescription charge and tell the committee how many prescriptions are issued per year? How much would this raise? At \$1 per prescription—\$10.4 million—does that mean 10.4 million prescriptions per year? It must be more than that.

Hon. Mr. Timbrell: Counting fingers at the back, it means there's 12 million.

Mr. Breaugh: You guys have trouble with numbers.

Mr. Kennedy: But the Star said there were 56 million OHIP claims per year.

Hon. Mr. Timbrell: This is different. This is the Drug Benefit Plan, not to be confused with the—

Mr. Kennedy: I would think there would be more prescriptions issued than claims against the system.

Hon. Mr. Timbrell: They're not part of the 53 million or 54 million—whatever the current number is—claims against OHIP. They're not part of that. It's a separate program.

Mr. Kennedy: No, no. It's people who are getting drugs.

Hon. Mr. Timbrell: Yes, but it's not part of OHIP. That's what I'm trying to say. This is one of the general problems, people look at a service of the Ministry of Health or a program related to the Ministry of Health and label it OHIP. OHIP looks after the receipt of claims for and payment for services of physicians and other practitioners. It doesn't look after hospital budgets, for instance. That comes under the institutional services division. They don't look after this. That doesn't come under OHIP.

Mr. Kennedy: There are two other things with respect to the premiums. One is the suggestion that's come forward to put an upper limit on the premiums a family would pay—a cutoff, which, I guess, is what it is now, really—

Hon. Mr. Timbrell: That's right.

Mr. Kennedy: —but something lower than the total and tied to income, which is that \$4,000 notch provision, and do something

about those people. There's no question about that. That's a real burden on families in those situations.

Hon. Mr. Timbrell: In the budget—and I'm sure the Treasurer (Mr. McKeough) will talk about this tomorrow when he's here—he did raise the taxable income ceiling significantly to either exclude or to give 50 per cent subsidy to that many more people, to the point that now there are close to two million people not paying premiums, or a small number of that roughly two million would be paying 50 per cent premiums.

Mr. Kennedy: The Treasurer also said he would consider alternatives, if we had any, and that's what we're here about. I still wonder if to raise the \$271 million or \$300 million we couldn't suggest to him some mix of all these things, including the premiums, to make it what to me would be more palatable.

Hon. Mr. Timbrell: If the committee wants to recommend any of the things we've rejected, fine. Our philosophy has been to slow the growth by gradually, as it were, turning the cap on the system. It's working in the laboratory area. In the last annual figures we have, instead of having what had been an annual increase of 15 per cent, we actually cut \$5 million.

We've been able to slow the growth in the hospital sector, all the while effecting the changes we'd like to see in that area—if you will, a reform, a move toward de-institutionalization in the community services. Rather than making overnight arbitrary severe cuts in the system, you can do that.

Mr. Kennedy: We don't want that.

Hon. Mr. Timbrell: That's what a great many of these things entail.

Mr. Kennedy: As well as these observations which we've all heard, I've heard from others who are so grateful that the system is there to serve them, and I think we can say that nobody's being deprived. I had a couple of people in my office last night, after office hours in fact, and there's no way that they want any curtailment in the health service.

Mr. McClellan: Do they want their premiums increased?

Mr. Kennedy: No, they don't, you see; and that's what we're talking about. But I'd like to hear from the Treasurer tomorrow—and I know all the committee would—to see what he's got to say, to see if we can make any adjustments that will achieve the same ends.

Hon. Mr. Timbrell: Yes, the Treasurer is going to be here tomorrow at 1:30, I should say.

Mr. Kennedy: That's all the questions I have.

Hon. Mr. Timbrell: Before we leave the list—I don't know whether you had any questions to ask, for instance, on the psych hospitals or the home care expansion or the hospital new programs. There are some headings you didn't cover. I don't know whether you want to ask questions on those or not, because they're equally important areas of the system.

Ms. Gigantes: Are you supposed to prompt the questioners?

Mr. Kennedy: I notice that's in here; so it's there and rejected.

Hon. Mr. Timbrell: That's right.

I don't know whether any other members of the committee have questions on them.

Mr. Jones: It's not contained in this, but we've had a lot of talk about the visible link and I suppose we'll hear a lot about it tomorrow. When I see my Hydro bill coming in and increasing, we in our home go on a little campaign to turn off lights and all the rest of it; I understand that. But I've also heard from an awful lot of employers who are going to be among this 75 per cent who are going to be paying more for OHIP; and when people talk in terms of a \$20,000 to \$30,000 increase that they're going to be contributing, that's a pretty visible link. They say, in concert with some doctors I have talked to, that they're curious about doctors having said that as many as perhaps 15 per cent or even 20 per cent of the people they see in their offices are well and healthy people on their way back to work but they are taking up the doctor's time—and presumably the OHIP charge is going in—seeing the doctor.

Mr. McClellan: Why are they seeing them?

Mr. Jones: In order to return to wherever they're working, the school board or wherever it might be. He's checking them out to say, "Yes, you're all well and good, back you go." I'm curious if it is that large a number. Have you people in the ministry ever heard from any large employers or have you done any studies or have you heard from OMA or anyone else as to whether the percentage that I've heard guessed at by doctors is at all realistic?

These, for the most part, are GPs, talking about the normal flow of people through their office.

Hon. Mr. Timbrell: I can't recall specific studies on that, either through the OMA or elsewhere. I've certainly seen some analyses of emergency department use where, if I

remember correctly, a hospital in central Ontario estimated that as high as 85 per cent of the cases coming into the emergency department were not in fact emergencies, which is a problem of utilization.

Mr. McClellan: What is the source of that? [4:15]

Hon. Mr. Timbrell: This was a report of about a year ago on a hospital in central Ontario, in the Barrie area. I have recently met with a couple of doctors from North York General who wanted to see me because they are concerned about this. I don't think they discussed any particular figures, but it's a concern about people making unnecessary use of the emergency department; rather than go through the family physician they are going that route. I know that in some areas—for instance in parts of my own riding and Dr. Elgie's, which are side by side—there's such a high transiency rate that I don't know whether you should fight that when it comes to utilization of emergency departments, because people don't make the kinds of connections with a family physician in these high turnover areas. Perhaps you have to accept that the emergency department is going to become almost the family practice unit. But I don't recall specific studies on the number of people, say in a GP's office, who are there unnecessarily.

Mr. Jones: I have heard it over and over. If I work at the post office, it's a requirement that I see my doctor before I can go back to work following sickness. I guess it's a requirement under their health plan or an employment requirement to stop me from contaminating the rest of my fellow workers on the line. It might vary from employer to employer but it seems awfully silly, almost like children having to come back with a note. If they are in the 15 per cent range, I would be interested in knowing if the ministry has ever heard of that.

Hon. Mr. Timbrell: I will check further but I don't recall that we have ever heard of that.

Mr. Jones: Well, it is policing but it could be pretty expensive policing.

Hon. Mr. Timbrell: Well as a rule, it's part of a collective agreement that on extended leave you have to get a medical certificate.

Ms. Gigantes: But it means public subsidy.

Mr. Turner: It doesn't make it right.

Hon. Mr. Timbrell: But it's a collective agreement.

Mr. Jones: It could pay employers to look at some alternative system, to look at the

kind of dollars involved, if they are any size at all.

Hon. Mr. Timbrell: But like yourself, I have heard—and not just since the premium increase but in the last couple of years—of a number of companies that, to improve morale and productivity, have been getting into more and more fitness programs, paying for programs to be run in the office or paying for people's registration in programs away from the office, to improve the level of health and morale and to cut down absenteeism, and I have heard of some very interesting results.

Mr. Jones: We have heard about your PR program. I take it is in swing now?

Hon. Mr. Timbrell: No, that portion is completed and we will get the evaluation in the very near future to determine where we go from here.

Mr. Jones: You just mentioned the utilization of emergency facilities at hospitals coming to be known as practice centres for a transient community. Is that a point that people should be reminded of?

Hon. Mr. Timbrell: Here in Metro one of the fallout studies from the Allen task force of the Council of Health, is a study, presently under way, of emergency services to see if we need to have all the emergency departments open 24 hours a day. Perhaps some of them could be closed down for the evening and just concentrate our evening emergency load into—

Mr. Jones: One out of four?

Hon. Mr. Timbrell: Or whatever, to make the best use of it.

Mr. Sweeney: Mr. Minister, if I understand it correctly, the paper Mr. Kennedy is speaking to was a sort of overview by your ministry. It said: "Look fellows, take a look at everything and see what might be done, what's possible even to consider." Is that right?

Hon. Mr. Timbrell: Basically.

Mr. Sweeney: Coming back to that famous recommendation number one which slipped in and slipped out and which we had so much discussion about earlier, there was a statement in there saying that the administration of OHIP was unnecessarily expensive. I noticed here, again, The Canadian Council on Social Development says almost the same thing, that it's needlessly expensive to administer. I don't see anywhere in here that your people took the position of trying to analyse exactly what it costs us to administer OHIP; and if we didn't have OHIP as a fund-raising mechanism and as an administration

mechanism, if we did it in some other way, how much money could we save. Have you a specific figure? What does it cost you to operate OHIP?

Hon. Mr. Timbrell: We've tabled that figure several times in the last two weeks.

Mr. Sweeney: I'm sorry; I wasn't here yesterday.

Hon. Mr. Timbrell: A table has been given to the committee which compares us with the other provinces as to the cost of administration, and if you look at—

Mr. Sweeney: Can you just give me one round figure? That's all I'm looking for.

Hon. Mr. Timbrell: I'm not going to try to give it to you from memory, because we've had so many figures bouncing around; I don't want to mislead you. But, in addition, on page one it indicates that if you did away with the premium system, and this was a ballpark figure—

Mr. Sweeney: That's all I'm looking for.

Hon. Mr. Timbrell: —it would save about \$3 million.

Mr. Sweeney: In other words, Mr. Minister, if we had all the existing health services in place but the money was collected and paid out in some other format, the difference would be \$3 million. Is that the point you are making?

Hon. Mr. Timbrell: No. You'd still have to have a claims processing division. All you would do is let about 450 staff go; and you'd have to have some startup costs, probably in the Ministry of Revenue.

You'd take the revenue collection completely away from OHIP—there is a section that collects the money from the pay-direct, the group subscribers and so forth—and you would let about 450 people go right away. You'd have to add a few staff to the Ministry of Revenue, because we don't have a provincial income tax structure in place which is geared to the kind of relationship with individuals and employers that, say, the federal income tax department or even the Quebec income tax department has. So you would have some additional startup costs there.

We would save \$3 million. I don't recall if we even determined what it would cost the Ministry of Revenue, for instance, to start up the alternative system, but we would save about \$3 million.

Mr. Sweeney: And the only real saving would be those 450 bodies—people?

Hon. Mr. Timbrell: Well, you say "only", but the livelihoods of 450 people are pretty significant.

Mr. Sweeney: I understand that. I'm just looking for a figure. One last question on the same thing. On page five of your report, under the heading, "Drugs and Therapeutics," it says, "Eliminate 50 per cent of the over-counter, non-prescription benefits." What would that include?

Hon. Mr. Timbrell: Non-prescription things such as Aspirins, laxatives and so forth, which they now get.

Mr. Sweeney: Is that a completely open book or are there limitations on that now?

Hon. Mr. Timbrell: It's on the formulary as to what is allowable.

Mr. Sweeney: In other words, it's non-prescription drugs that are on your approved list?

Hon. Mr. Timbrell: Yes. At the bottom we gave a couple of examples, Maalox, Aspirin and so forth.

Mr. Villeneuve: I just wanted to bring a point to the attention of the minister. Just out of curiosity, because these arguments come up, I asked for my bill a short while ago when I was in the hospital down the street here, Toronto General. Three telephone calls were made before I was able to get it. When I received it, I found the rate is \$206.55 and semi-private is \$11.

I think it should be mandatory that every hospital be made to give a bill showing the patient how much the charges were, whether he's covered by OHIP or not. People would have a general idea of what it would cost.

When I got this bill I nearly fell down. I figured perhaps it would be \$140 a day but I can tell you, if I had known before I went in that I had to pay that rate out of my pocket, I would still be out of the hospital.

Ms. Gigantes: And feeling better too.

Hon. Mr. Timbrell: Right now we are relying on the co-operative approach, where we have asked all hospitals to do that, Mr. Villeneuve. I thought the TGH was on the program. I'm surprised you had to ask for it.

Mr. Villeneuve: Three different phone calls were made to get it.

Hon. Mr. Timbrell: You should have got it.

Mr. Villeneuve: I left there on Good Friday. That might have been a little different, as perhaps some people were not working. I do not know. I checked out before 9 o'clock but there was \$206.55 charged for that day just the same.

Hon. Mr. Timbrell: It is part of a day, that's right. You should have got it on discharge in a hospital like TGH.

Mr. Villeneuve: That's what they say in the letter and I accept that. Honestly, I think a lot of people would be better acquainted with what's taking place now if they knew that. You hear rumours of some people being in the hospital longer than they should be. If they were made aware of this, it would be quite an incentive to be a little bit careful.

Hon. Mr. Timbrell: I would agree. Any time I am dealing with the hospitals I try to emphasize the importance of their co-operating in this program. We discussed, for instance, very early on in this committee, the possibility of the unique personal identifier and the plastic card. That is certainly one of the possibilities and one of the advantages of looking at that kind of a system. At some point, we could consider the possibility of some form of a statement to individual subscribers telling them how much has been paid out for physicians' and practitioners' services to them. That wouldn't cover hospitals, of course, because that doesn't go through OHIP, but it would be a regular reminder of what health care is actually costing. That is important, I think we should not try in any way to hide the cost of health care but put it right up front.

Mr. Jones: What did you say the cost was? What was the cost of that personal identifier? I think you did mention it would cost \$6 million to implement it.

Hon. Mr. Timbrell: I believe \$6 million for the personal identifier and about \$2 million a year, as I recall, to send out statements.

Mr. Jones: Did anybody ever make a guess of what that might save? I realize it would be a guess.

Hon. Mr. Timbrell: It would only be a guess at this point.

Mr. Conway: As a supplementary to Mr. Villeneuve's point, I have wondered myself how many hospitals have volunteered into the program of cost statement for patients leaving that particular facility. Have you any idea of how many?

Mr. Backley: I would say it was a pretty high proportion, somewhere about 75 per cent. It was 100 per cent initially and then it dropped off.

Mr. Conway: Just as a matter of interest, was there any reason given by the hospitals for that? Was it simply just too much of an administrative hassle?

Hon. Mr. Timbrell: Yes, they don't get extra funding to do it.

Mr. Conway: Would they need a great deal of funding to do something that fundamental?

Hon. Mr. Timbrell: In a larger hospital, I suppose somebody would be occupied a fair bit of the time finding out the number of days you have been there, calculating the per diem, writing it out and handing it out but—

Mr. Backley: TGH probably handles about 100 people a day.

Mr. Conway: I would like to go back in the first instance, because one of the research people is here with me. They were asking that we go back to question 15 of our letter from Mr. Armstrong to the deputy minister on April 6. Question No. 15 was: "Will the minister provide us with all internal reports concerning methods of payment to private laboratories and all other reports concerning public and private laboratories, control of their costs and rationalization of their services?"

The minister last Wednesday in his response to question 15 said: "I am tabling for the committee the following studies concerning private laboratories: First is the report from the laboratory study committee of 1976. The second is the internal report which deals with the subject of tendering for laboratory services. The third is a report from Woods Gordon and Company on the Hamilton district program in laboratory medicine."

My research people indicate to me we can identify the second and third of those reports, and gratefully acknowledge receipt of them. We don't seem to be able to identify the tabling of that report identified as the first report. According to the minister, the first is the report from the laboratory study committee of 1976. We don't seem to have it; I am just wondering which it is so we can be sure of that. It was really a matter of information.

[4:30]

Hon. Mr. Timbrell: I am sure it was tabled. We will get you a copy. How many copies do you need?

Mr. Conway: If we could have two copies that would be fine. Thank you very much for that.

Just on that point: on March 15, 1976 in an exchange on private laboratories between my leader and the then minister, Frank Miller, there was the following exchange—which I will not read in its entirety, but it was dated March 15, 1976. Mr. Miller in response to that question said: "Mr. Speaker, at my request a report on labs was written. I had it in my hands in December"—of, presumably, 1975, I guess; this is March 15,

1976, and the minister is in response. If it would help I could read the exchange.

Hon. Mr. Timbrell: No, that's all right.

Mr. Conway: Which of those reports is he referring to there? I served notice, perhaps we can talk about it later if you can just maybe identify it.

Mr. Backley: I think that is the Hamilton study report; that was the last of the reports that was done. The tendering document was done in 1976 when I became the deputy minister. The Hamilton one was ongoing at the time I took over in January.

Mr. Conway: Could you check that, Mr. Deputy? I have the documents, I would gladly supply them to you.

Hon. Mr. Timbrell: What was the date of the exchange?

Mr. Conway: It is Hansard, March 15, 1976, page 365.

Hon. Mr. Timbrell: We will take a look at the entire context.

Mr. Conway: We just would like to know what the document is, I am sure it is probably one of the ones that you have referred to, but we would like to be able to identify it more specifically if possible.

Hon. Mr. Timbrell: Right.

Mr. Conway: Mr. Minister, I would like to return, if I may, to the exchange of some days ago on the SPAR response to the Taylor committee. I much appreciated your statement in the House on privilege, on April 11, which I read, as I said earlier, with considerable interest. I presume this may be difficult for some members if they do not have the documents, but I went to the clerk's office and got the four versions as they were tabled on that day, April 11.

I must say I read with great interest the first two proposals generated from within the ministry to item 1 in the Taylor committee, that is that the OHIP amounts be annualized to maintain a 33 per cent relationship to total insured health costs.

I just wanted to talk briefly about those. The first of those responses is identified in the sessional paper as January 17, 1978. For the benefit of those members who may not have it before them I will read what the response was at that time. This is January 17, 1978. The response from the ministry is: "The principle of maintaining premium income at a constant percentage of total ministry expenditure on health services, was endorsed in Ontario Budget 1976, noting that 28 per cent was a suitable long-run norm to maintain. Ministry could therefore consider implementing this recommendation in an in-

cremental fashion over an appropriate period to permit escalation of current premium levels; 26 per cent of total expenditures projected towards the 33 per cent target proposed by the committee and recommended by the Ontario Council of Health, 1973."

That is the first response generated from somewhere within the ministry and dated on January 17, 1978. So I presume it was not later than that.

Just one comment about that. The first sentence is: "The principle of maintaining premium income at a constant percentage of total ministry expenditure on health services was endorsed in Ontario Budget 1976." A careful reading of Budget 1976 comes back to that argument which we had at the beginning and on which, of course, I cannot accept your earlier response because Budget 1976 talks about a relationship between premiums and insured services. Somewhere in the ministry this particular document seems to make some avoidance of that.

What I found interesting was that at that time the acceptability of this was rated by the public as mildly negative, the physicians were neutral and hospitals, neutral. And the administrative feasibility of that was rated high. That's on January 17.

Ten days later, the ministry generates another response and it is as follows. I beg the indulgence of the committee to read it into the record. This is the second response, that is the proposed ministry response to the OHIP matter, 10 days later:

"The principle of maintaining premium income at a constant percentage of total ministry expenditure on health services was endorsed in Ontario Budget 1976, noting that 28 per cent was a suitable, long-run norm to maintain. Ministry could therefore consider implementing this recommendation in an incremental fashion—in an incremental fashion—"over an appropriate period to permit escalation of current premium levels, 26 per cent of total expenditures projected, towards the 33 per cent target proposed by the committee and recommended by the Ontario Council of Health."

That's not substantially a significant difference, however, there's a note at the bottom of this one that I found rather interesting and quite different from the first response of 10 days previous. The suggested next step was, and I quote, "Assess with TEIGA the dollar magnitude of premium increase to incrementally-raised premium revenue to 33 per cent in three years."

What appears there is, from my reading, the first suggested contact from within the Ministry of Health that a direct rapport with

TEIGA on this matter should be sought. One of the things that I'd invite you to comment upon shortly is whatever happened, if anything, to that suggested next step, to assess with TEIGA the dollar magnitude of really what's being talked of here.

Hon. Mr. Timbrell: It wasn't done.

Mr. Conway: It wasn't done. All right.

Hon. Mr. Timbrell: Again, I remind you that this was the second of what are now four. When all is said and done I don't know how many drafts there will be, but that wasn't done.

Mr. Conway: All right. Again, that's not the only change in this because in terms of implementations, the January 27 version, the second version, now talks of the acceptability; whereas before the public was expected to respond in a mildly negative fashion, now it is simply identified as negative. Physicians and hospitals, which 10 days earlier were both neutral, are now negative since they are likely to receive less than a proportional share of the increase in revenue. Again, I just found that to be kind of interesting.

Hon. Mr. Timbrell: Again, by then, let's see, the report came out on January 7, it went public about January 7, and then on January 13 or 14, a week later, I was interviewed by the Star about it and made the point that I would like to have a great deal of public input—reactions. Certainly, when it first came out you could expect that we'd start to hear from the professional bodies and some of the public. Then, fortunately, the Star gave the report a fair bit of coverage and emphasized that we wanted to hear alternatives. So each step along the way we were hearing from a great many more people. So the data base, as it were, the briefs and the letters, from individuals and unions, from hospital groups—

Mr. Conway: I accept all of that. I don't for a moment challenge that.

Hon. Mr. Timbrell: That's why you'll find changes in many other recommendations as the committee goes on.

Mr. Conway: I'll be quite frank with you. Having read through the progression there's a certain suspicion that enters my mind, rightly or wrongly, and I'll get to that in a moment. The first comment is that the report is public somewhere in very early January 1978, and the first generated response comes 10 days later on the 17th and there's a second one 10 days after that on the 27th.

Then, the third response. The first two have a direct relationship to each other with some modifications on anticipated accept-

ability, and the second indicating contact with TEIGA. The third response arrives, we don't know when, and I will be quite frank, I am suspicious. Is this expurgated or whatever version that we were given the third version? I presume it is.

Hon. Mr. Timbrell: That's three. Go back to my statement. It was tabled at management committee on March 31.

Mr. Conway: I could be altogether wrong, but I think for reasons of timetabling that this must surely have been available somewhat sooner. I think this document bears the stamp of something done before the budget. That's just my own point of view; I have nothing to substantiate it because I don't function in the annals of the ministry, and the only thing in this third version to indicate a post-budget is that sentence at the very bottom which says, "The recent Ontario Budget 1978 increased monthly premiums to re-establish the monthly—" I am suspicious of that particular sentence.

Hon. Mr. Timbrell: Hold it now, we talked about that. We have in the last three or four months gone on a word-processing system and if you read throughout that you will see that there are these gaps at ends of lines and so forth the way the machine puts it out.

Mr. Conway: I am going to be quite frank with you, I am accusing you of nothing. I am gravely suspicious of when that third response was in fact—

Mr. McClellan: That's a serious charge—charging him with nothing.

Mr. Conway: The thing I find interesting about the third response is that it is fundamentally different from the first two; and then we get the fourth document that poor Mr. Donoghue generated at some point later.

Mr. McClellan: Where is Donoghue now?

Hon. Mr. Timbrell: He's in this room.

Mr. Conway: Having said that, I would then return to your statement of privilege on the 11th and the chronology which you outline at that point, and I should indicate that in your response somewhere along the line you made a very clear point that at no point had this third version the stamp of the management committee of the ministry. While I was going through that response of April 11—but, before I get to that, the other reason for my suspicion about the third version is that the first two are generated reasonably quickly, one on the 17th and one on the 27th, which I think would reflect a natural

ministry concern about getting the thing under way and proceeding accordingly.

Hon. Mr. Timbrell: The only way I could probably answer that would be to show you my mail log which showed that the bulk of the responses came starting about the beginning of the fourth week of January, right through February, because I was signing about twenty letters a day at least, on average, thanking people for their contribution and noting in particular their recommendations.

Mr. Conway: I am fully conscious of that. I would not expect you to do anything else. I am just saying that the first response is on the 17th, the second is on the 27th.

Hon. Mr. Timbrell: I don't want there to be any suspicions.

Mr. Conway: I appreciate that, I am just an opposition politician given to these excesses.

Hon. Mr. Timbrell: Okay. May the deputy perhaps comment on the 17th to the 27th version?

Mr. Backley: I think my memorandum to the minister makes the point I'd asked the staff to do an analysis. The staff of the strategic planning branch prepared document number one dated January 17. Within the ministry, we have a system of a management committee of myself and my assistant deputy ministers, and those of us who have a particular branch reporting to us sponsor papers on the agenda for management committee. That means it has in effect our stamp of approval. The strategic planning and research group report to me, so therefore I sponsor their papers on our management committee. The purpose of sponsoring the response at this stage was to outline that kind of approach to the response, recognizing that there needed to be some change; so the change between the 17th and the 27th reflects the discussion as to what I thought about their initial reactions. At the management committee on the 27th—

Mr. Conway: Excuse me, do you want to repeat that, just the last?

Mr. Backley: It reflects some of my own personal thoughts about what their initial reaction had been.

Mr. Conway: Are we talking about the meeting on January 27?

[4:45]

Mr. Backley: No, on January 17 because I wasn't actually at the meeting on January 27, I was away on vacation. At the meeting on January 27 the format agreed to, that

that was the way to approach it. Also, some comments were made on the individual items within the structure of the response. After that, the senior management of the ministry, some 45 individuals, were invited to comment on the response to Taylor, and that's what they did.

What you have in the third version is a compilation of the comments that were forthcoming at the management committee on January 27, which were general, sort of, "Well, we think that should be high or low negative"; and those of the senior staff of the ministry, which were put together in the third version.

Mr. Conway: That is very useful because you are guiding us along a path I think is important. When you look at the third versus the first and second versions, nowhere is there a more major change in policy than on this very germane No. 1 recommendation. There are some that may be equally as significant, but none more significant in my estimation. What you are telling me is what I have suspected all along, that this most sensitive and controversial third version does in fact represent senior people. I can only assume, since you have clearly indicated that at that point, at the January 27 meeting, the senior ministry people and/or the management committee were involved in the process where they hadn't been before. I assume that others were involved, others presumably of a less senior nature, with versions one and two. That seems to be clear.

Mr. Backley: No, the junior nature for one; and myself between one and two.

Mr. Conway: But from January 22 on, some of the major ministry people were involved. We get a third version much later which really makes a very strong statement about the premium mechanism and the premium increase. All I am assuming, and I don't think from what you have said here today and what is indicated in the—well your memorandum which the minister read on privilege on April 11—is anything more than a relationship which clearly identifies the senior ministry people, in a policy sense, with this particular recommendation.

Hon. Mr. Timbrell: Just a minute, there are a couple of things. First of all, that version had not been considered by that group of people to be given their stamp of approval as saying, "Yes, that's what we believe." Secondly, it was tabled at management committee on January 31, and I will tell you why. The director of administration in my office was retiring from the civil service and I had a small reception in my office

that afternoon and the management committee were all invited. It was tabled, not considered. They had not considered it and said, "Yes, that is what we the most senior people in the ministry believe."

The next thing is that I think you have to put this into the context which appears to be missed repeatedly, and I don't think intentionally, that the whole purpose for establishing the Taylor committee, the whole purpose of the exercise from beginning to whenever it is going to end in some final conclusions on the other 19 matters, is to look at the longer term of the health-care system and to see how the relationship between the medical profession and the government is to evolve and all these other things that they touched on and not to look at 1978 in exclusion.

Mr. Conway: I accept all of that. I am just going to read then from page 1400 of Hansard of April 11, 1978, when the minister is reading from his deputy's memo. It says: "Based on the informal review of the draft of January 17, a second document was prepared as a submission to management committee entitled, Review and Assessment of Recommendations of the Taylor Committee Report and Proposed Ministry Response. Dr. B. Suttie served as acting chairman of management committee in my absence. The minutes of the January 27, 1978, meeting noted that this, 'initial review of the Taylor committee report was carried out to identify implications and to offer suggestions for a ministry response.' The minutes further noted the comments and observations of the management committee on the suggested response to each recommendation."

Then on February 13 it says: "At the minister's meeting it was decided to submit the final response to the Taylor committee report when available to the cabinet committee on social development."

Hon. Mr. Timbrell: And at that meeting, if I'm correct in my recollection of this, it was the January 27 draft which was before me.

Mr. Conway: Absolutely. That's fine. That's my understanding as well.

Then, between some time in mid to late February and through to early March: "Comments on selected recommendations and external submissions to the Taylor committee were received from ministry staff by SPAR. These two sources of comments, management committee review on January 27 and solicited responses from senior ministry officials, constituted the basis for the continuing revision of the Taylor committee document."

I'm trying, quite simply, to identify that controversial third version—as I think the facts seem to entitle me to do so—with the opinions of the senior ministry people. There, between that unidentified period sometime in mid to late February, through to early March, there seems to be a clear assessment and identification with the first two versions, that the January 27 version was being reviewed and that these two sources of comments—management committee review of January 27 and solicited responses from senior ministry people—are the only two groups identified as having taken the version of January 27, and then they produce this.

Hon. Mr. Timbrell: There were about 20 people—the deputy can correct me if I'm wrong—asked to respond and only about half of them did.

Mr. Conway: That's right.

Mr. Backley: No, about 40 and half of them did.

Mr. Conway: The numbers aren't important. The selection is important, because they're identified in the statement as senior ministry officials.

Hon. Mr. Timbrell: Again, looking to the longer term—and I haven't even asked who in particular had those views but, number one, we certainly don't in my ministry suppress differences of opinion. In fact, I was reminded by some of my personal staff of what we used to do when I was Minister of Energy. There I had such a small staff for the whole ministry that on particular issues I used to divide them up in the boardroom into what we call team A and team B and on a given issue would say "Go away and argue from different points of view, this one or that one, and let's see what comes out of it." Somewhere in the files of that ministry are all kinds of documents saying that if you come at it from this angle, this is the argument.

Undoubtedly there will be some differences as you'll see from previous documents that certain things have been commented on, or recommended, if you will, that ministers of the day or governments have rejected. It's understandable.

Mr. Conway: I'm interested purely from the point of view of public policy formation and formulation on a very major topic. You're really not disagreeing with me in a sense. I consider this an extremely important part insofar as your relationship with public policy in the social development field is concerned. You're saying—

Hon. Mr. Timbrell: There are some of my staff who feel we should close some hospitals

Clearly, my policy is not that. My policy is to keep the cap on the increases in the costs for hospitals, but not to just go out and arbitrarily close them.

Mr. S. Smith: Who would do that? Who would ever do a thing like that?

Hon. Mr. Timbrell: Are you going to criticize that?

Mr. Conway: I wouldn't think of criticizing such an openminded approach.

But you see, the third document, the really controversial one, when you relate it to the other three, stands very much apart. It is much, much more extensive and much much more polemical and controversial in what it has to say. It is clearly not identified—

Hon. Mr. Timbrell: I think that's true in respect of all 20 recommendations. There's a much more extensive comment on all 20, really.

Mr. S. Smith: We don't know that.

Hon. Mr. Timbrell: Just compare.

Mr. Conway: The third response, which I think was being generated throughout February and through the critical pre-budget period, bears the stamp of the senior ministry staff. It is strongly of the view that what happened on March 7 should not have happened.

Hon. Mr. Timbrell: No, no. Again, that had been reviewed last year when we were going through this other list before and it was very clearly decided not to accept that. Certainly, everyone was aware of it. Anybody who—

Mr. Conway: Would you just explain that?

Hon. Mr. Timbrell: It's part of that list of September 7. There was on there that potential \$3 million saving by converting from a premium system to payroll tax, which had been rejected by the government. It was clear, certainly to all the senior staff, that it had been rejected and why. Again, I've never asked who had suggested it but some, recognizing that the purpose of the Taylor committee report is to look beyond 1978, well into the future, may have tried to argue it again, which is fair enough. But had it got to the management committee as such, that's where the decisions have to be made. That's where it was—

Mr. Conway: We're just—

Mr. S. Smith: Did revolutionaries seize the newspapers?

Hon. Mr. Timbrell: No, no. I think we maybe have a different view, but I don't view it as revolutionary. I have consistently, in all my time as a minister, said to the

staff, "The last thing I need around me are 'yes' people. If I ask for an opinion I would like an honest, frank opinion." There have been occasions that I—

Mr. Conway: Was Malcolm Rowan your deputy in Energy?

Hon. Mr. Timbrell: Yes. That's not fair.

Mr. McClellan: Moving right along. Shifting gears—stripping gears.

Hon. Mr. Timbrell: On occasion I, like any other minister, have said to the staff, "Do a critical piece on a given question, a given subject, a given program. Let's try to look at it from where the opposition might look or certainly the opponents of this issue." That goes on all the time and that's the way it should be done.

Mr. Conway: Do you still monitor opposition members' phone calls?

Mr. S. Smith: Essentially I get the picture though of a group of people putting out your newspaper daily and quoting the party line, and suddenly a group of dissidents grabbing hold of the means of production of the paper, putting out a totally dissident point of view and then quickly being brought into line again. That's a very unusual picture of how things go on in a ministry.

Hon. Mr. Timbrell: Again, I haven't got into the process yet, because that will come at a later point. But there are a number of other comments in there on the other 19 recommendations which I'm sure eventually I'm not going to accept, let alone my cabinet colleagues, if I even put it to them.

Mr. S. Smith: I wonder if I could just interrupt for a moment? I have offered to members of the committee that I would be glad to stay in case they wanted to discuss some of those alternative proposals we've put out. The offer remains. I have an important meeting in Hamilton and with your permission would like to leave. If you do intend to discuss those I will stay. If not, I would ask your indulgence if I were to leave.

Is it the wish of the members of the committee to discuss our proposals today? I will certainly be here for the whole session tomorrow.

Hon. Mr. Timbrell: From my point of view as the minister I'd certainly like the opportunity to look at the implications overnight, because it's not clear—or at least it wasn't clear just from looking at page 12, which votes and items you're talking about and—

Mr. S. Smith: It's in the text, of course.

Hon. Mr. Timbrell: Yes, I'm sure it is.

Mr. S. Smith: But I'll be here for the whole meeting tomorrow and happy to do so if it's all right with members. Thank you, Mr. Chairman.

Mr. McClellan: Feel free.

Mr. Chairman: That does raise the question, however, whether or not the committee should seek permission from the House to sit in the morning. Is it the feeling of the committee that we can complete in the afternoon from 1 until 4 or thereabouts, which are the normal sitting hours of the committee?

Mr. Conway: Yes, I—

Mr. McClellan: I think that sounds fine.

Mr. Conway: There is just the added point of rule that I'd just draw to your attention, Mr. Chairman. It was not my view that the rules permitted one member to cross-examine another, so—

Mr. S. Smith: It can be discussed.

Mr. Chairman: No, no, you're quite right, Mr. Conway. Our rules do not permit any cross-examination by any member of the committee of another member of the committee. We can't do that in the House, as you know. A member cannot ask a question of another member in the House, not even of a parliamentary assistant. The questioning has to be directed to members of the executive council and of course the same applies to committee.

But that doesn't mean that the committee members cannot have a discussion with respect to the proposals and that's what I had anticipated.

Mr. Sweeney: Are we meeting in the morning or not?

Mr. Conway: No.

Mr. Chairman: No, I gather that the feeling is that we can complete our work in the afternoon. We hear the Treasurer initially—

Hon. Mr. Timbrell: At 1:30.

[5:00]

Mr. Chairman: —and from then on the committee will hopefully complete its work prior to 6 o'clock.

Mr. Conway: Thank you, Mr. Chairman. What we're trying to do in this case is look at this, because we have not been inside the ministry and seen the way in which policy develops on a matter of some importance.

You're not disagreeing with me then that the third and controversial version was generated with major input from senior ministry staff? That's clearly implicit in what the deputy's memo says—

Hon. Mr. Timbrell: They had input, that's right.

Mr. Conway: —and in the other version there were two groups, it seems, that are identified. The second version, and presumably the first, which aren't appreciably different, are then moved on to be looked at, or to be somehow considered, on the basis of management committee review and solicited responses from senior ministry officials. There's not another group somewhere that also looked at them, am I right, Mr. Deputy?

Mr. Backley: That's right.

Mr. Conway: All right. Can you, for purposes of my interest, tell me who sits on the management—let me put it another way: Is there a coincidence, and if so how great, between the management committee and whom you might know to be the solicited senior ministry officials?

Mr. Backley: The management committee includes the assistant deputy ministers and myself. At that time we had four assistant deputies. We've dropped one since then. So there were five of us. The senior management group consisted of about 45 individuals, branch directors and up within the ministry.

Mr. Conway: So there is a coincidence?

Mr. Backley: Yes, we are obviously a part of the same group.

Mr. Conway: So really, then, the third version can be viewed as very much reflecting the recommendations in whole or in part of senior ministry people? I'd appreciate if the deputy would comment on that.

Mr. Backley: Of some. So far as I know, I certainly didn't submit written responses following the management committee and I don't think any of the other assistant deputies did either.

Mr. Conway: But it's interesting, for example—

Mr. Backley: No, they didn't either.

Mr. Conway: But I'm coming back to those rather innocuous first two versions, the first one which you admitted earlier that you had nothing to do with for reasons of vacation and the rest. I'm just drawing again the point that when the senior ministry people get involved, the direction takes a fundamental change, and you aren't denying that. On the one that's very pertinent, there is a fundamental change.

Mr. Backley: There is a change between the versions in which I was involved, number one and number two. A much wider group were involved in the discussions going into version number three.

Mr. Conway: I'm not suggesting that you were personally responsible for that, but I'm just saying that when the senior ministry

people got involved, some time after the middle of January, in that two-month interval, that controversial third version does represent, in both policy and editorial framework, a fundamental change.

Mr. Backley: Right.

Mr. Conway: All right, that's important for me in the point of policy formulation.

Hon. Mr. Timbrell: But also let's not forget, at that point, too, the broader public input. There was some very well reasoned—I'm sure you've got copies of some of the responses from various groups and individuals all over the province that were also being fed in.

Mr. Conway: I can agree with the minister. My mail is certainly not at the volume that his must surely be, but in all the testaments I have that strongly oppose the premium in principle and in implementation, there is not one as in depth nor as eloquent as the third version. I just draw that to your attention. I don't know that that is something you want to agree with.

I'm just drawing to the committee's attention the fact that on the basis of the schema the minister read earlier, I think we can clearly identify the very controversial third version as it relates to the most pertinent one for this committee, in my mind the premium increase matter. That can be associated to some considerable degree with the involvement of the senior ministry people. I don't include the minister in this obviously.

We have a fourth version generated after the budget, obviously. I suppose my one comment on that is "poor Mr. Donoghue."

Mr. McClellan: Who is Donoghue anyway?

Mr. Conway: Poor Mr. Donoghue has been rightly or wrongly singled out for a certain measure of notoriety. I don't know Mr. Donoghue but I'm sure he is a very diligent member of the staff. He was the person, we are led to believe, who was delegated responsibility for the fourth draft.

What I don't understand is why poor Mr. Donoghue was dispatched to author a fourth version, to have it synchronized—I'm going to read the minister's statement because I see him disagreeing.

He says on March 30: "In reviewing the briefing materials for yourself and myself, Mr. Donoghue drew to my attention that the response suggested by SPAR to recommendation number one"—increase in OHIP premiums—"contained in the review document being prepared for management committee discussion, was inconsistent with

present government policy. The recent statements by the Treasurer and yourself have been ignored by SPAR in their drafting of the proposed ministry response.

"The section on OHIP premiums needed to be changed to include the policy statements that have been made. At this point, he and I agreed that further revision would be required for your briefing material for the standing committee"—I'm a little interested in that—"and that this could be accomplished by utilizing some of the letter from the Hon. W. D. McKeough to the Globe and Mail, dated March 16." As we know, that's what was done.

I wasn't particularly interested in that until I saw the first two drafts. Then what came to my attention is why did you bother going outside the ministry to get a version that supported what was done in the budget? As we discussed here a week ago Monday, my concern with the Treasurer's letter being used in any Ministry of Health document was that it appeared and my position at that time was that if you can't produce for me evidence generated from within the ministry to support in some way what was done on March 7, I don't think that in good conscience you can continue as Minister of Health.

As it happens, the first two versions support what was done, in the sense that the Ministry of Health produced evidence which supported what was done on March 7.

What I want to know, Mr. Minister, is why did you bother getting the Treasurer's letter to synchronize the ministry's response with what was done on March 7 when it's clear that you could have been served, I think, much better by simply reverting to the first draft and including that response? Why did you feel you needed to get outside the ministry and include the Treasurer's letter when the first generated response to Taylor committee recommendation number one would have suited your purposes as well, and could have been accepted on the grounds that it represented some ministry point of view?

Hon. Mr. Timbrell: The point is, I didn't go for that version. I'll let the deputy repeat what's in there and then answer more specifically—

Mr. Conway: What exactly do you mean when you say you didn't go for that version?

Hon. Mr. Timbrell: No, I said I didn't ask—because it hadn't even been to me yet. I wasn't even aware of it.

Mr. Conway: You're just saying you weren't involved; that's fine, I'll ask your deputy.

Mr. Backley: The point is quite simple. The section is headed Proposed Ministry Response to Taylor. In my view, the ministry response to Taylor had to reflect the policy of the minister. That policy had been made quite clear in statements made by the minister and the most up-to-date version of government policy on that matter had, in my view, been incorporated in the Treasurer's letter to the *Globe and Mail*.

Mr. Donoghue himself was not responsible for redrafting version four. He was instructed to tell the people who were responsible for drafting the document to make the necessary changes. Because of pressure of workload, he did not do so.

Hon. Mr. Timbrell: Let me emphasize again that at the point that the deputy gave that instruction to Mr. Donoghue, they were talking about briefing materials, not about documents to be tabled here. It was only about a week later that it was clear that an analysis of Taylor would be tabled here. As the deputy says, with the pressures of workload the instructions to revise the briefing material, which subsequently became tabling material, were not carried out. That's an important point to continually come back to.

Mr. Backley: If I can add to that point, Mr. Minister, it was on April 4 that the list of reports was given by the minister to the chairman of this committee, indicating what the ministry proposed to table. At that time we were talking about reports. It wasn't until the committee had been in session for two days that you asked the question. That's when we produced this internal material.

Mr. Conway: It's a political comment I would make in that the Treasurer's letter of March 16, as I read it, says nothing essentially different from the first response generated on the 17th.

I ask these questions in the context of COGP, that the ministries internally and in relation to one another, particularly within a policy field, do have some contact. I just found it startling that you would have bothered getting a letter from the Treasurer to the *Globe and Mail*—as illustrious a journal as it is—and that you would have passed over the January 17 recommendation inasmuch as they are substantially the same. That's the point I'm making. I was wondering whether, in fact, somebody had forgotten about what was done by some of the ministry people on the 17th.

Hon. Mr. Timbrell: Again, it comes back to a couple of further points. Ultimately, the responsibility for the financial structure and the rates within the financial structure are those of Treasury.

Mr. Conway: And much, much more.

Hon. Mr. Timbrell: The deputy's opinion obviously was that the most current, up-to-date statement of government policy, that document referred to earlier, should be included.

You're quite right, I suppose. It could have gone back to draft one or draft two.

Mr. Conway: I can assure you it certainly wouldn't have stuck out like the sore thumb it did in the committee a week ago Monday.

The other thing I wanted to comment upon was that we have in the schema that on March 7, 1978, the provincial budget was presented. I think we can agree that fundamentally there was, at least in the short-term politics of that budget, nothing more controversial than the OHIP premium increase.

You read the schema from the deputy minister—very methodical and straightforward as it is—and this beehive of activity continues about the Taylor response et cetera. I presume that that also included, because there's some reference to it later, responses to all the recommendations when the most controversial one had been acted upon. The question I would ask is, what for?

The Taylor report, as far as the Ministry of Health was concerned, had no more important recommendation in the short term than the one about the premiums.

Hon. Mr. Timbrell: Again, the Ministry of Health is evaluating it in terms of the longer term. I think it was clear at the time—

Mr. Conway: What's the point of the evaluation? It's clear that even if you do come to a decision the Treasurer is not only interested but clearly couldn't give a tinker's damn about what's generated from within the ministry. This is where I come back to the argument about government policy and public policy formulation in the days of COGP.

The concern at that time, when there was a greater coordination sought, was that the right hand didn't know what the left hand was doing, which seems apparent in this specific case. Further to that is the rather shocking awareness to someone like myself that not only did the right hand, in this case the Treasurer, not know what the left hand was doing, that is the Ministry of Health, but he quite clearly didn't care what the left hand was doing.

Hon. Mr. Timbrell: Let's go back to the committee itself. The Taylor committee was not appointed by nor did it report to the Minister of Health.

Mr. Conway: That's interesting, isn't it? Get the Premier (Mr. Davis) involved in it.

Hon. Mr. Timbrell: It was appointed by and reported to the Premier, recognizing that in the progress of the committee they could well come up with recommendations that could affect any number of ministries, rather than just one.

Mr. Conway: Were you consulted by the Premier before this was struck?

Hon. Mr. Timbrell: The decision to appoint a committee was decided before I was Minister of Health.

Mr. Conway: Does the deputy know whether or not he or the previous Ministers of Health were involved with the Premier's office in any decision?

Mr. Backley: Yes, very closely.

Mr. Conway: They were, very good.

[5:15]

Hon. Mr. Timbrell: Again, coming back to that; clearly the structure ultimately is the responsibility of the Treasury, not the Ministry of Health. A decision having been made by the Treasury and forming part of government policy, clearly should be reflected in that document. I think the deputy was right. As you say, he could have gone back to version one; he didn't.

Mr. Conway: In a sense, that's a much less significant point than the relationship between something as fundamental to your ministry as the premium and the premium increase. I think it's quite clear that what happens to the premium has a bearing on who's involved in the system.

I was speaking to a group of hospital administrators the other day and simply put the question to them whether or not it was their general assessment that, because of the budgets in 1976 and 1978, with the 100 per cent increase in premiums, that has had an effect on the enrolment, they were getting more people walking into Emergency who were not enrolled? It certainly seems to be the case. I happen to believe that—

Hon. Mr. Timbrell: Where was it?

Mr. Conway: This was at the OHA meeting about two weeks ago out in the fine constituency of Don Mills. The Chairman of Management Board (Mr. Auld) was there, upholding the government's position. My question, of a very general nature, was whether or not they could make a comment

on these OHIP premium increases as having an effect on enrolment; whether or not they were finding as a result of, let's say, the budget increase of 1976, more people coming in not enrolled. It was their assessment—many of them—that this is, in fact, the case. I've checked with a random sample of physicians who tell me the same thing.

It was interesting that some people at the Globe and Mail went out the morning after the premiums were increased to find individuals who qualified at the notch level. It was the private assessment of one of the reporters on that case that many of the people they had found at the notch level weren't of a great deal of use to them because, since the budget of 1976, they had not bothered. They had decided that premium increases were so prohibitive that they would simply not bother enrolling and if worst came to worst and they needed the services of the system that welfare or something would look after them. That was the response given to me then.

That's a very general, unscientific selection, I admit, but I'm just saying that something as significant as the premium increase and the changes there have a very marked fundamental effect on the universality of the system. Your hikes are definitely making the system less universal.

Hon. Mr. Timbrell: How?

Mr. Conway: People simply are saying they can't afford those rates of \$528 for a family and they're not going to enrol. They're not going to enrol.

Hon. Mr. Timbrell: We went through this yesterday.

Mr. Conway: I know we went through it. I'm just stating my position on the matter.

Hon. Mr. Timbrell: I think the figures, notwithstanding individual opinion, don't support that.

Mr. Conway: My recollection of your response to the questioning yesterday was that there was really no body of evidence to support the matter one way or the other.

Hon. Mr. Timbrell: I'm just saying the figures which are up to date, as up to date as possible, don't support it. They show a growth in subscribers, a growth in utilization.

Mr. Conway: Absolutely.

Hon. Mr. Timbrell: The only way you could absolutely and definitely support or refute that argument is if we did have a UPI system.

Mr. Conway: That's right. I can accept what you say, but I have to resort to the

even more fundamental question that if these hearings have identified anything for me in the massive documentation that's been supplied it is that we really don't know who's in the system, we have no good grasp. That's why we need UPI or some such system. I find it interesting that five years ago the task force made it very clear that an immediate course—

Hon. Mr. Timbrell: Four years.

Mr. Backley: In 1974?

Mr. Conway: In 1973—it's one of those task forces. It's of no consequence whether it's four or five years ago, some years ago. It says without question that we have to know who's in the system. We have to know far better than we do now what kind of data bank we're really working with. We've got to get to something like a UPI.

In your response to the questions yesterday, it struck me that what you were saying was, "We will admit we can't give you a good grasp of numbers and we haven't done a study of any kind to determine what these premium increases have done to enrolments, whether or not more and more people at that critical notch level are just withdrawing and not bothering." The assessment of that Globe and Mail reporter, as I recall it, was that people were withdrawing. It's my assessment, on the basis of conversations with physicians in my area, that more and more people are coming in unenrolled.

Hon. Mr. Timbrell: As you say, you can't support or refute that argument at this point. All we can look at is the growth in utilization—those are hard numbers since the claims have been processed and paid—and the growth in number of subscribers each year. There is no question that with a UPI we would be in a better position to come up with some answers and extrapolate some things on a number of subjects, including that which you are just describing.

I remind you again that the ministry has had approval in principle for a UPI for about a year and a half. But it was decided when the Williams commission on freedom of information and individual privacy was appointed that we would hold off. You will recall again from your readings or discussions about the Quebec system that they made a run at a UPI and really ran up against a brick wall of public resistance because they hadn't taken into account the very legitimate concerns of the public and of organized civil liberties organization about confidentiality of information. Our position was that we would hold the whole thing off until the Williams

commission was completed and had made any comments it might have.

Mr. Conway: My summary comment on the matter of the policy generation in four different drafts on that very crucial number one recommendation is simply that for me at least the most pertinent and obviously the most useful of those recommendations is the one presented in the third draft. I think we have this afternoon clearly identified the third draft.

Hon. Mr. Timbrell: For your particular purposes.

Mr. Conway: No question about that. I acknowledge the prejudice, which I am sure if I didn't you would point out anyway. We have this afternoon, I think, properly identified that third draft as being very different from the first two.

Mr. Breaugh: We did that a week ago Monday as well and then on Tuesday and Wednesday.

Mr. Conway: We have identified the third draft as bearing the stamp of senior ministry people, that is the point that I'm making.

Hon. Mr. Timbrell: Just a minute. I haven't even asked to see who they are. You keep using the term senior ministry people.

Mr. Conway: That's in the deputy's memo.

Hon. Mr. Timbrell: Okay, but it is not clear and I am not about to poll my staff and say, "Which one of you said it?"

Mr. Conway: It is of no consequence who said it. It is just the senior echelon that I am interested in.

Hon. Mr. Timbrell: The senior echelon, the most senior body of advisers to me, is the management committee.

Mr. Conway: There is a coincidence that the deputy minister drew attention to, that they are in a sense very much—

Hon. Mr. Timbrell: They did not put their stamp of approval on that version.

Mr. Conway: I think they wrote it. It is my view, and I don't expect you to share it, that I suspect some of them had something to do with writing it.

Hon. Mr. Timbrell: The management committee did not write that.

Mr. Conway: That's your view.

Hon. Mr. Timbrell: That is clear from what the deputy has said and what is in the memo. They did not write it.

Mr. Conway: You are entitled to say that. I am saying that on the basis of the schema

it looks like those senior ministry people had an awful lot to do with it.

Hon. Mr. Timbrell: What I said is the truth.

I don't care; you can ask all the questions you want, I will tell you my answers. Then what we will do is we will go outside away from parliamentary privilege and you can ask the same questions again and I will give you the same answers again. Then if you want to challenge it away from parliamentary privilege, that is fine.

Mr. Conway: I accept that entirely. I am just saying the generation of the activities makes a contact for me at the third stage between senior ministry people and the very controversial response.

Hon. Mr. Timbrell: I happen to think my reputation is kind of important.

Mr. Lewis: Do you think your reputation is being defiled by this? Exercise your sense of humour rather than your reputation?

Hon. Mr. Timbrell: I have come up with a new word; it is a version of an old word. You break it into three parts. It is called DEFAM-A-TORY.

Mr. Lewis: I am sorry I intervened.

Hon. Mr. Timbrell: I have worse ones.

Mr. Conway: In the SPAR document of March 31, there is an equally interesting comment made on page 8.

Hon. Mr. Timbrell: Which version? Which draft?

Interjections.

Mr. Conway: It's the March 31, 1978, version. I think that this recommendation is probably the same in all parts of the third version.

The recommendation of the Taylor committee reads that "balanced billing as defined in the report be introduced for payment of physicians under the OHIP system, but that such billing not be applied to patients whose premiums are paid in full or in part by the province other than as an employer."

The proposed ministry response to that is as follows—again, this is just a proposed ministry response but I think this is interesting. It says: "Consistent with the OMA intention to unilaterally increase their fee schedule by 36 per cent, this proposal contains potential for significant social impact on the public, on government-profession relationships and on the health care system and its financial viability, could jeopardize federal principles of universal accessibility and foster a two-tiered health system."

Hon. Mr. Timbrell: That's balanced billing.

Mr. Conway: I would just ask for your comment on that response generally and whether or not you think it is in any way pertinent to the matter of the new arrangement for May 1, 1978.

Hon. Mr. Timbrell: I haven't sat down and gone through it word for word and found out whether I agree or disagree because it's going to go through a number of changes again. It's over a week since the matter first came up. We've still not got the responses of the medical association and the hospital association to the Taylor report and its recommendations. I don't know how many more drafts it will go through before finally management committee—my most senior group of advisers; my deputy and my three ADMs—are going to say, "Here's what we think is appropriate."

If I reject it, it goes back. For that matter, if I were to agree with them entirely and take it forward, it could come back from cabinet—and that's happened before.

But these comments are on balanced billing, not on the system that has recently been arrived at.

Mr. Conway: You are saying then that you don't see in the new arrangement, post January, an opportunity for balanced billing, in a general sense.

Hon. Mr. Timbrell: No. That's not balanced billing.

Mr. Conway: What do you understand—

Hon. Mr. Timbrell: With respect to last Thursday night's comments of yours, I took it that that's what you thought and that's what concerned me. I think you used the expression, "patient participation".

Mr. Conway: Yes, and I would reiterate that now.

Hon. Mr. Timbrell: This is not the introduction of patient participation. The system which has been arrived at is not balanced billing. For everybody's purposes let's explain what balanced billing means. That's where for any given service the benefit from a government plan, let's say, is \$10, the physician would get the \$10—he or she would submit his or her claim card to the government plan and get the \$10 and then, on a selective basis, would charge patients either up to another ceiling, perhaps set by the profession, or whatever that patient was prepared to or able to, in their view, pay.

That is not at all what was announced last week and what was concluded in our negotiations. It maintains the system of opting in and opting out. Balanced billing is not in any way, shape or form part of that arrangement.

Mr. Conway: I certainly understand what you say but I think that probably there is only a semantic difference between us. You're basically arguing that we've just got a new arrangement and that there's no reason to believe that there will be any more opting out than we've had previously.

Mr. Backley: There's no point in opting out—

Mr. Conway: The deputy says there's no point in opting out. I'd be interested to know—

Hon. Mr. Timbrell: Sorry. I'm trying to listen with both ears.

Mr. Conway: I thought I heard the deputy say there was no point in opting out.

Hon. Mr. Timbrell: Yes. His point, with which I don't entirely agree, was that there's no point opting out until December. I pointed out again that even with controls—

Mr. Conway: I agree with you there, that of course there's no point in opting out.

[5:30]

Hon. Mr. Timbrell: Just a minute. I pointed out in the House and repeatedly elsewhere that even with controls on, any physician, general practitioner or other specialist—and notice I said "other specialist" because I consider, in my own view, general practice to be a form of a specialty; they're just waiting to get me on the table some day.

They could, even with controls on, opt out and if they wanted to charge more, depending on whether their clientele would be prepared to pay it, and do fewer services to stay within the ceilings of the AIB, they could. That's been the case since October 14, 1975.

Mr. Conway: But as long as the 90 per cent ratio was in effect you must admit there was much less inducement to so do.

Hon. Mr. Timbrell: No, no. I think that is a connection which is erroneously made by you and others, because there are physicians today who have opted out, who are charging at least as much as the OMA proposes to make the fee schedule, and some who charge more. Again, that must be agreed on between them and their patients and if their patients aren't prepared to do it then they go to a physician who is opted in or to someone else. That's the risk that they must run.

Mr. Breagh: It's probably on Harley Street.

Hon. Mr. Timbrell: No, it's not Harley Street at all.

Mr. Breagh: Okay, so it's Avenue Road.

Hon. Mr. Timbrell: Maybe it's in Oshawa, I don't know. See, you've got me distracted now.

Mr. Breagh: It's so easy to distract you.

Mr. Backley: Not even the OMA expects a major increase in numbers opting out. That was what I was going to say for the rest of my sentence. There is no point in doing it until December. Not even the OMA expects a major increase after that.

Mr. Conway: Oh, you're saying that the OMA has indicated to you—because I understand there's a contact—that it does not anticipate any significant increase in the opting out percentages January 1, 1979?

Hon. Mr. Timbrell: That's right.

Mr. Conway: They said that to you?

Hon. Mr. Timbrell: Yes. What's more, they have indicated that they are not promoting it either.

Mr. Lewis: I should hope not.

Hon. Mr. Timbrell: Let's go back again to the fact of this new schedule. The new schedule is one which the council of the OMA is preparing in response to the expressed wishes of the membership of the OMA, completely within its legal rights. In meetings in my office, the president and the general secretary of the OMA, in discussing this well back towards the time when they first indicated they were going to do this, indicated that they were neither going to promote it nor were they, in fact, even expecting that there would be a significant increase.

I'm not sure of the numbers here, but I would think there would probably be a couple of hundred physicians who, during the controls period, had opted in who had previously opted out. By the way, I confirmed that again on Friday just to make sure that my recollection was correct. I phoned Dr. Loeb in Ottawa and said: "Is my recollection correct that you neither intend to promote it nor do you anticipate it?" He said: "Yes."

Mr. Conway: He didn't change the quote attributed to him in the Globe on Friday morning?

Hon. Mr. Timbrell: I don't know what was in the Globe. I remember one from some PR person.

Mr. Conway: I just recommend you look at what was attributed to him in the Globe on Friday morning.

Hon. Mr. Timbrell: I told you what was previously said in my office months ago and what I confirmed in the telephone conversation on Friday.

Mr. Conway: I appreciate what you're saying because I—

Hon. Mr. Timbrell: I'm sorry, I was going to talk about the other 200 physicians—this number may be high or may be low, but it's a rough guesstimate on my part—who opted in during the control period and who are likely to opt out again once the controls come off of them. That will depend, as you understand, on when their fiscal year end is.

Mr. Conway: I was just under the obviously mistaken notion that the OMA was drafting this realistic fee schedule, as it has been called, because it just might have intended to use it, but what you're suggesting is that there is no intention on the OMA's part, in any broad way, to use this new fee schedule with this 36 per cent increase.

Hon. Mr. Timbrell: I think when the membership of the OMA a number of years ago directed the council to prepare the schedule—I wasn't minister then and wasn't paying such close attention to health issues, as I had other responsibilities at the time—it was probably the intent that it would, in fact, form the basis for negotiations with the government. In other words, they wanted the OMA to march in and say, "Look, this is what we're worth, dammit, pay it." The president of the council, in presenting it initially to us through their representatives on the Clawson committee, indicated their intention certainly to print it, pursuant to the direction of the membership. On my advice the instructions of the government back to our negotiators were to make it clear, and this was confirmed in correspondence from me to Dr. Loeb, that the government was not prepared to negotiate a benefit schedule on the basis of a fee schedule which was supposed to show a 36 per cent increase; and that in the event they intended to go ahead with the preparation of that, and it was clear that they did—and why shouldn't they, because their constituents had told them to: ordered them to, if you will—then we would have to go to a separate schedule of benefits.

Mr. Conway: I'll just look with great interest to the developments in this field on the basis that the OMA may not have intended this 36 per cent increase across the board, generally speaking, to have been something they wanted implemented. I can see the member for York East (Mr. Elgie) smiling in agreement.

Mr. Elgie: That was a quizzical look.

Mr. Sweeney: A Celtic look.

Mr. Conway: You said a few things in the House and outside in the last few days which have basically suggested that what has been done here is something that really the doctors, the OMA, have every legal right to do, there's nothing new. The implications are, really, "Don't be all hot and bothered about the 90 per cent ratio, because it's not perhaps of any great consequence."

My comment is, what were we doing with the 90 per cent ratio if it really isn't of any great significance?

Hon. Mr. Timbrell: The 90 per cent goes back—Mr. Elgie could help me—well into the PSI and Windsor Medical—

Mr. Conway: But from the government's point of view, it doesn't make any difference, really.

Hon. Mr. Timbrell: No, it was just that at the time of the development plans I can only assume that the ministers of the day and the administrators felt it was better to maintain that which had worked before and with which the medical fraternity were familiar.

Mr. Conway: Since it's not then of any great significance, outside of developing an historical relationship, and since while the OMA have devised this realistic fee schedule with a 36 per cent increase, why have you decided to sever the 90 per cent relationship, since it seems to be neither here nor there?

Hon. Mr. Timbrell: Clearly because we weren't going to have an increase in OHIP payments of 90 per cent of 36 per cent.

Mr. Conway: But they are not going to use the 36 per cent, so why bother? Because you have indicated to me earlier—

Hon. Mr. Timbrell: No, back up, back up. To have accepted that would have been, if you will, to take 90 per cent of 136 per cent, which gives you 122.4 per cent. So you would have an increase on the OHIP base of 22.4 per cent—I used to teach math as well. Clearly that was unacceptable, and is unacceptable.

Mr. Conway: I agree with this—

Hon. Mr. Timbrell: So relating, as the present regulation up until the end of April does, the benefit schedule to the fee schedule with that traditional 90 per cent relationship was unacceptable.

Mr. Conway: What you are saying is that had the government agreed to discuss the matter, it is obvious that the OMA would have stuck to the 36 per cent as a bargaining item and you would have been tied to that. That's fair enough. But since the government expressed its intention not to play ball on

those grounds, to say that we simply couldn't conscience that kind of an increase, we will sever the relationship, and really that severance will militate against any kind of 36 per cent across-the-board increase in January 1979.

Hon. Mr. Timbrell: Well, in this case it would really be against the 22.4 per cent increase.

Mr. Conway: You indicated that for those of us who might have concern about the opting out potential of the new situation in January 1979, that really that would be misplaced since if there were a problem it would probably be looked after by marketplace conditions. At least, I recall some reference by you that the marketplace would have a bearing upon developments in the future in this particular respect.

And I was remembering—certainly they were tabled as part of the documents to this committee—some of the materials which were considered by the ministry to be important in terms of health-care discussions in Ontario today. I just draw to your attention for some comment two documents which we have before us at the recommendation of the ministry. One is the Bennett-Krasny study, which was done and published in the *Financial Post* in May 1977. The other was that fascinating little report of the task force on controlling costs of physicians and laboratory services by the treatment and rehab branch of the ministry of April 1973.

Hon. Mr. Timbrell: Excuse me. Before you go any further, can I ask if you have any further questions or any further concerns about the various drafts?

Mr. Conway: No.

Hon. Mr. Timbrell: Then I take it we've answered your questions.

Mr. Conway: Yes, you have done so. I want to make it clear that I feel very strongly, on the basis of the evidence that I have had an opportunity to look at, that the third version does reflect the mark of senior ministry officials.

Hon. Mr. Timbrell: As long as you are prepared to say that you agree with the other 19 in the third draft. You're really being selective and I understand why.

Mr. Conway: Yes, I am.

Hon. Mr. Timbrell: We've tried to explain the entire process. I can assure you that on any questions or on any issue, before it finally gets my signature across the bottom and before it goes on to cabinet, and ultimately for approval by the Lieutenant Governor, we go through very many versions and

drafts, sometimes with pretty heated discussion; and that's the way it should be.

Mr. Conway: I accept what you say entirely. I appreciate your position, as I hope you can appreciate mine. On the basis of the discussions, I just feel there are some interesting developments in the generation over three months of the response to the number one recommendation in the Taylor committee report.

Hon. Mr. Timbrell: As you have pointed out, there have been various and just as significant changes in responses to other recommendations. I just wanted to ensure that I had answered all your questions.

Mr. Sweeney: Excuse me, before we go on, what did the minister mean by "as long as we agree with the other 19"? What did you imply by that?

Hon. Mr. Timbrell: What I am implying, which your colleague acknowledged, was that for his political purposes, to latch onto that one and to run with it—I understand the game that's being played—means that he is being selective. I don't think you would, any more than I would, buy all of the other 19 proposed responses in that version.

Mr. Conway: Speaking to that point, I agree entirely with what the minister states, because as the person who made the reference—

Hon. Mr. Timbrell: You do?

Mr. Conway: —to this committee, there really is only one recommendation in pretty frontal terms which deals with the matter of the premium increase, and that's the first recommendation. So absolutely, absolutely.

Hon. Mr. Timbrell: But the implications of the others, I would suggest to you, are probably as or more extensive.

Mr. Conway: I would no more associate myself with the other 19 recommendations than I would associate the Minister of Health with some of the comments in that ministry task force on controlling costs of physicians on laboratory services. I have listened with great interest to the minister's concern about the sort of doctor-bashing in which the opposition has rather engaged for the last two or three days, and I can appreciate his concern.

I must say I was surprised a bit to read—and as I said earlier I wouldn't associate the minister with these comments—in that task force report of April 1973, some references to the medical profession report along the lines—I am just paraphrasing the one I was struck by—of how the medical profession had been mildly corrupted by the laxity of OHIP and some of its predecessors, and the notion

that there were creative billers and over-utilizers within the system. These are things that I am sure wouldn't in any way represent ministry policy. I just read that document over the weekend, and in a most surprised fashion.

Hon. Mr. Timbrell: What I was trying to get at last week was the difference between assumption of guilt universally and being prepared, wherever conditions warrant and whenever, to intervene in whatever part of the system.

Mr. Conway: I know the minister knows that the opposition would never engage in doctor-bashing. You're smoking again, and that makes those of us who were here last Monday nervous.

Hon. Mr. Timbrell: The first in three hours. [5:45]

Mr. Conway: The Bennett-Krasny study on health care in Canada had a comment that I thought was of some interest. It said—and I just ask your comments in the light of what was said by you last week in the House about the impact of the marketplace on future developments, particularly as we get into this opting-in, opting-out situation—the Bennett-Krasny study indicated that perhaps the main source or cause of the widespread misuse within our health care system lies with the fact that the resource distribution within the system has been determined “largely by market forces and in the health care field the market seldom if ever aligns money and manpower with the real need for care.” I thought that was a pretty stinging indictment of the role of the marketplace within the health care field.

Hon. Mr. Timbrell: Just on that point, I was on a panel with Bennett two weeks ago this coming Friday, on April 7, and it has been some time since I read that series, but I think he was getting at the distribution of services in terms of perhaps teaching hospitals, that they need more sophisticated facilities, and in terms of the distribution of physicians and specialists—all of which we have acknowledged are problems and why we have the underserviced area program and that sort of thing for the distribution of personnel and why we have got into some of the more sophisticated life-support programs in hospitals spread around the province.

But it was interesting—and I didn't have this series of articles in front of me that day—in that I didn't find that between Mr. Bennett, myself and the doctor whose name I forget but who is from Saskatchewan and on the Canadian Medical Association executive—

Mr. Backley: Dr. Barootes.

Hon. Mr. Timbrell: Barootes. Yes; that's right.

Mr. Lewis: Dr. who?

Hon. Mr. Timbrell: Barootes. He's from Saskatchewan.

Mr. Lewis: How does his name get into this?

Hon. Mr. Timbrell: He was on the same panel.

Mr. Lewis: He would make you seem like a Maoist, for God's sake. Incredible. Barootes was president of the Saskatchewan Medical Association in the strike in 1962, wasn't he?

Hon. Mr. Timbrell: Was he?

Mr. Backley: Yes.

Mr. Lewis: An impossible man—a Liberal too, by the way. Probably the most reactionary politician in the health profession—and a Liberal.

Mr. Conway: The Ministry of Health document tabled—

Hon. Mr. Timbrell: Just dealing with Mr. Bennett again—

Mr. Lewis: A historical putdown.

Hon. Mr. Timbrell: —if I remember correctly, the particular portion of the series from which you are quoting had to do with just that, the distribution of facilities and personnel; and it's an ongoing problem.

Mr. Conway: We can then look at the report of the task force on controlling costs of physicians and laboratory services, April 1973, and it offers a comment of a similar kind. It says “At the moment, market forces do not appear to be training or distributing medical manpower according to need and a planned manpower policy is essential to continuing cost control.” I didn't find any ringing endorsement of the role of the marketplace in a positive sense in either of those documents tabled by the ministry; the only two references I found in the documents made me very concerned about the capacity of the market to function in ways in which I thought the ministry expected it to function.

Hon. Mr. Timbrell: I think we are talking about a different aspect, as it were, of the market in the broader sense. It's the same problem they have in the United States—in all jurisdictions. We have had the underserviced area program in place now for about six years—not too long before that was written; it was just getting under way—recognizing that's the only way, unfortunately, that in some communities we are going to ensure an adequate number of medical personnel

in the north, by and large, but—well, in your riding; we discussed that in estimates about November 16 last year—and in other parts of southern Ontario. That kind of a program in this province has been emulated in a great many other jurisdictions in Canada and the United States. It recognizes in that respect that the marketplace doesn't work and that the practitioners by and large are going to go where the market is in terms of numbers, that you have got to offer inducements to get them into some areas.

Mr. Conway: And if they ever start to opt out in any appreciable numbers—if, purely hypothetical—then that very consideration is one which could conceivably devastate communities and areas such as the one I come from and that's our great concern, to be quite frank.

Hon. Mr. Timbrell: Sorry, I don't see your point.

Mr. Conway: The point is, as one of the documents pointed out, that if we got to a stage where there was a significant opting out pattern, there would be a clear inducement to a two-tiered system which I would feel would legislate against rural or small town Ontario. That's one of my concerns.

Hon. Mr. Timbrell: This goes back to 1969 I guess—there are only three members in the room who were here in 1969 when the member for Scarborough North (Mr. Wells) was minister and got the plan going. I think we all acknowledge that's been the fear from the beginning as I said in the House last Friday. The position of the government has been consistent from the beginning that if that did occur, and it hasn't for nine years and we don't believe that it will, but if it did occur that we would have to intervene in the most appropriate way according to the degree or severity of the problem at that time to restore that balance.

Mr. Conway: In a similar connection—this has been discussed in the House and I would like you to review it briefly for my edification. Since the Health Insurance Act, I guess in section 31, clearly indicates that the ministry and the OMA need to discuss, at least on an informal basis, the schedule of fees; and since in a very very resounding statement on Thursday of last week you made reference to the OHIP schedule of benefits; on what authority are you there chatting with the OMA? This in the sense that you have told them clearly that this 36 per cent increase is just unacceptable and since what you announced and then, as I am sure you should, praised the Clawson

committee for, was a schedule of OHIP benefits. Well, where do you get the authority, because it's obvious you don't need any authority, you can establish those OHIP schedule of benefits as the government contribution on the basis of government budgetary or fiscal financial policy? Why are you even bothering to talk to the OMA since you know at the beginning you said you couldn't agree, you could only agree to disagree?

Hon. Mr. Timbrell: I am not sure what was in the legislation before, but of course the Health Insurance Act is 1972, and I am not sure whether that particular set 31(1) and 51(J), which is the regulation granting the Lieutenant Governor in Council the authority to establish a schedule of benefits, represented just a carrying over into the new legislation of what was in the old, or whether it was recognizing what had become the practice. But clearly the idea is to have the six months' notice—certainly it was the practice, whether it was in law or just simply practice—so that negotiations could be carried out at something other than the 11th hour and to develop the government position.

I think if you put them together it makes it very clear that although we certainly have adhered to, in practice, up until now, a relationship between the benefit schedule and the OMA fee schedule, we are certainly not bound by law to do so.

Mr. Conway: Right. My view of what happened was simply that last October, as I think someone in your office indicated to me, the OMA as required served notice on a six-month basis—

Hon. Mr. Timbrell: October 13.

Mr. Conway: That's right—that's a fateful anniversary. I presume at that time or very shortly thereafter that general 36 per cent increase was somehow indicated and you developed a policy which said, "Well, you know, that is all well and good but we want to serve notice to you now that we simply couldn't conscience, from the government's point of view, anything approximating that and you pursued consistently to an end which in fact disavowed any such matter of a 36 per cent increase." What I am wondering is what were you there talking about, since what you announced last Thursday was a reschedule of OHIP benefits?

Hon. Mr. Timbrell: There were a number of delays. If you will remember, in December—and this would have been somewhere in the ninth to the 15th, in that area—there was a meeting between the OMA, representatives of the ministry—myself and the deputy I guess

were the only two from the ministry there—and the Premier, at which time the OMA was seeking a final arbitration stage to the negotiation procedures. In other words, a stage beyond what had been and is at this point still the process of negotiation between the two. It was made clear at that meeting that for the purposes of 1978, the 1978 schedule as it's effective May 1, we didn't think we should get into an arbitration stage given the time that had elapsed but that we would—and this is something else we have to pick up now with the OMA—look in 1978 at various alternatives in the negotiation structure. So there was that delay.

There were a few others, where I met with the president and the general secretary and so forth, but it evolved to the point where we said in a couple of letters to the OMA, just to have it clear, "We are not going to accept a 36 point something or other per cent increase in your schedule as a schedule on which we are going to base the fee schedule."

Mr. Conway: When would you say you authored the first of those letters to the OMA saying that? Was that some time before January 1, 1978?

Hon. Mr. Timbrell: I can't recall. Certainly my discussions with them all along, my verbal representations to them of my view as Minister of Health was that there was no way we could do that.

Mr. Conway: What I'm getting to is when you announced that position to the OMA presumably it was non-negotiable, as you made it very clear in the House on one occasion. Then I want to know what it was you continued talking to the OMA about and on what authority, since section 31(c), I guess it is, gives you cause to meet to discuss the matter of fees.

Hon. Mr. Timbrell: I haven't got the Act here, but that requires them to give us notice so that discussions can begin, but it doesn't go on to say where the discussions must end. I guess really one could argue that 51(j) is what tells the government where it must end.

Mr. Conway: To sever the 90 per cent ratio you have obviously had to make some changes in regulations. Have you?

Hon. Mr. Timbrell: Not yet. As I said in the House, it has to go through all the computer work. That six and a quarter per cent is an average, okay?

Mr. Conway: You do intend to table those regulations?

Hon. Mr. Timbrell: Yes, when it's all completed.

Mr. Conway: In your statement of Tuesday, April 5, 1978, you issued a challenge to the members to discuss alternatives. One of the interesting challenges that I and other members have discussed to some degree was the challenge issued, I suppose, to a number of people, but you would be certainly as Minister of Health one of them, and that is the OEC Issues and Alternatives: Health, 1976. They outlined in rough detail a scheme of moving away for reasons of regressivity from the premium mechanism to some alternate scheme, which in their minds would include some kind of deductibility or whatever. What, if anything, did the ministry do with that document, since it seems to be a relevant one and a challenge of—

Hon. Mr. Timbrell: In 1976, as now, that is basically and essentially an issue that would be dealt with by the Treasury as it's a matter of dealing with the premium revenue and alternatives to it. It would be dealt with by the Treasury as a matter of fiscal policy.

Mr. Conway: The ministry then has no view, official or otherwise, on what's recommended in the OEC matter, Issues and Alternatives. Is that what you're saying?

[6:00]

Hon. Mr. Timbrell: Only that the minister would voice his opinion in any discussions of cabinet, but then government policy comes out no matter what any minister's views are, and I don't even know what that minister's views are.

Mr. Conway: Since your statement of April 5 indicated your interest in alternatives and challenges—and I think properly so—I would simply ask again what you, as Minister of Health, would have to say at this time about the OEC study, since some of it has some bearing on the ministry of which you're in charge. Have you got any views?

Hon. Mr. Timbrell: You'll find that no matter which system is in effect there are negatives; and in the discussions which the Treasurer will have with you tomorrow I'm sure he's going to outline the negatives of some of the alternatives and why, in his view, as the one responsible for the fiscal arrangements of the province, they're inappropriate.

Mr. Conway: Is this not the kind of document that would be brought before your management committee for some discussion and which might then provide the basis of a recommendation to Treasury? Is that not the sort of thing?

Hon. Mr. Timbrell: It might, I'm not aware that it did, though, because it was in the report to the Treasury. There are a great many reports which come out from time to time from various sources that never end up at our management committee. They may end up tabled at cabinet and the ministers will comment, but they won't necessarily go through the policy analysis structures.

Mr. Conway: I agree with you. For example, since it was the Premier's office that called together and appointed the Taylor committee, that would be the case. But it seems in that instance, much of which had to do with matters of the Treasury and other areas, there was a very quick and immediate response to that by the ministry. I'm wondering if what you're saying is that to the best of your or the deputy's knowledge there was no discussion of this document at the management committee.

Mr. Backley: I honestly can't recall. I would imagine it's something we certainly discussed informally, because it's a matter that would interest us. But we didn't put a policy paper forward on that subject.

Mr. Conway: But it didn't generate any kind of response like the Taylor committee?

Mr. Backley: No, our approach to reports analysis has changed as we've developed the strategic planning and research branch's activities

Mr. Conway: Good, thanks. That's my question.

Mr. Chairman: My clock indicates 6:00. I should mention that Mr. McKeough cannot be with us immediately at 1:00. Would the committee therefore agree to meet from 1:30 to 4:30 tomorrow?

Agreed.

The committee adjourned at 6:03 p.m.

SPEAKERS IN THIS ISSUE

Breaugh, M. (Oshawa NDP)

Conway, S. (Renfrew North L.)

Elgie, R. (York East PC)

Gaunt, M.; Chairman (Huron-Bruce L.)

Gigantes, E. (Carleton East NDP)

Jones, T. (Mississauga North PC)

Kennedy, R. D. (Mississauga South PC)

Lewis, S. (Scarborough West NDP)

McClellan, R. (Bellwoods NDP)

Smith, S.; Leader of the Opposition (Hamilton West L.)

Sweeney, J. (Kitchener-Wilmot L.)

Timbrell, Hon. D. R.; Minister of Health (Don Mills PC)

Turner, J. (Peterborough PC)

Villeneuve, O. F. (Stormont-Dundas-Glengarry PC)

From the Ministry of Health:

Backley, W. A., Deputy Minister

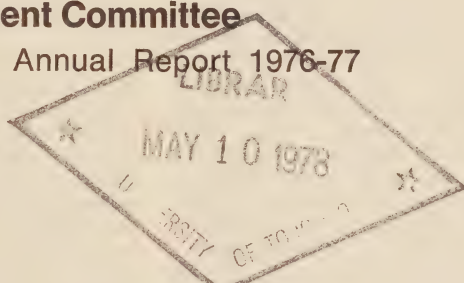


Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Ministry of Health Annual Report 1976-77



Second Session, 31st Parliament

Wednesday, April 19, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.



LEGISLATURE OF ONTARIO

WEDNESDAY, APRIL 19, 1978

The committee met at 1:40 p.m.

MINISTRY OF HEALTH ANNUAL REPORT, 1976-77 (continued)

Mr. Chairman: I see a quorum. Welcome to the committee meeting. It's just like the ballgame—standing room only today.

May I suggest to the committee that in terms of time allocation it might be helpful if we allocated about two hours of our time this afternoon to the Treasurer and the questions relating to his statement? The remaining hour would be given to the question of whether or not the committee is going to report and, if so, what would be in that report. Does the committee agree to that?

Agreed.

Hon. Mr. McKeough: Thank you, Mr. Chairman and members of the committee. I welcome being asked here. I've noticed some discussion in the press that this committee has been meeting and has discussed certain things. I really was beginning to wonder whether you'd ever get around to asking me to come. I'm delighted to be here this afternoon. I haven't a prepared statement per se, just a series of notes and some material, which I'll hand out at the appropriate time as I reach that in the notes.

You are, of course, concerned with an increase which has been termed by some as exorbitant and regressive. There is an argument that this increase does nothing to halt the increase in health costs that you have been considering.

There are a number of supporters. I should probably tell you that since the budget we have had—whatever this means—at the last count probably 350 letters with respect to the OHIP premium increases, not all of them being unfavourable. The majority probably are unfavourable. That's not a large amount of letters. Motor vehicle registration fees, I think, produced something like 2,000. We expect Her Majesty's mails to be rather busy after any budget, and they normally are.

[1:45]

I should also comment on the number—this has shown up in the letters to the editors

as well and I think this is something worthwhile keeping in mind—the number of our letters and some phone calls and conversations, which I am sure you have had as well, which say that although people don't like it they like what it buys. All of us can recount stories of constituents who have for one reason or another been out of the country and have paid doctors' bills or hospital bills or have tried to get into a hospital or a doctor's office without producing some evidence that payment was going to be made.

By and large, the health care system works well. It is interesting to note the number of people who say in their letters and in their comments, as I have said, "We don't like paying for it but we would sure sooner pay for it than not have it at all or have something less." This has shown up, I think, time and time again. It showed up at the time of the attempted hospital closings. Some public opinion polls showed that people were prepared to pay more for health care but they didn't want to see their community hospital or part of it close down. So there has been a certain amount of interest and a certain amount of reaction, but I would have to report to you frankly that in terms of some other things that I have felt compelled to do in budgets from time to time, there has not been a significant surge of letter writing and/or objections and some of it, as I've said, is favourable.

I think we have to look at the burden of the premium increase. It has to be carefully traced, as you are aware, and I think have been doing some of this, through the various subsidy arrangements to its final impact on personal income taxes and corporate income taxes or, indeed, income after taxes. The level of health care premiums should be viewed relative to the true costs of providing what, as I think most would admit has been described as one of the finest health care systems in the world. We are conscious that even after the increases—and I don't want to get into a great debate about percentages this afternoon, although I will be mentioning some of them—the premiums are going to account for about one-third of the insured services and the other two-thirds of the cost is still coming from the

general revenues of the province, and we want to keep in mind the overall burden of taxation in this province.

When all of the relevant facts are considered, OHIP premiums, in my judgement, emerge on balance as a reasonable and fair direct charge for service and they have a fairly balanced impact on personal incomes and, indeed, on corporate incomes and profits. This is not to say that if you are going back 10 years or 12 years or 15 years, I guess, and starting off brand new that you wouldn't have designed perhaps a different system or gone a different route.

We have grown with this system; it was the evolving of the system of putting two systems together, two rate schedules together, two different kinds of rate schedules, whenever that took place, in 1966 or 1967. We have evolved a system which, by and large, has related well to health costs and to the awareness of health costs and, make no mistake about it, has produced a sufficient amount of revenue.

As I say, if you are going back to square one, whether you would do it exactly the same way or not is debatable, although my examination to date indicates that some measure of premium is probably a necessary part of a balanced tax system. It is interesting to note that those provinces which raise most of their own income as opposed to being equalization recipients—British Columbia, Alberta and ourselves—have continued to rely on some form of premium mechanism.

The amounts vary, but those who receive as they do, and I don't quarrel with this, very large benefits under the federally-paid and, for our part, Ontario-supported equalization scheme, perhaps have some different options or seemed to have had some different options open to them or have taken different options from those provinces, the three wealthiest provinces, I guess, but those which at any rate are not in receipt of equalization payments from the government of Canada.

I would also say, and I understand you've looked at this with the Minister of Health (Mr. Timbrell) and his officials, that you have to have a system in place if you are going to administer a hospitalization or medicare scheme. There obviously has to be a system to pay doctors, to get claims from doctors, to pay hospitals, to find out what's going on in hospitals, where the charges are. There has to be some sort of a system. Even if we didn't collect premiums there would still have to be some sort of a system in terms of—I suppose auditing is the correct word—what is going on out there, whether we do enough of this or not. That gets into a discussion of the unique

personal identifier and the problems associated with it.

I do ask you to remember, however, that the administrative costs of OHIP, which are low as a percentage of the amount of money taken in, would still go on whether we collected \$1 in premiums or \$100 million in premiums or \$1.1 billion in premiums. Most of those costs would still be necessary in terms of who was or was not eligible, and who should or should not be paid as a doctor.

Although I'm relatively satisfied with the system I don't want to suggest that it is a perfect financing mechanism or that the present system is without flaws. It's apparent that premiums, while progressive in impact for the majority of the population by virtue of generous subsidies suggested or provided by the government or the Legislature over the years—the taxability of employer-paid benefits—obviously the sum total is not as progressive as the income tax itself. However, there is a progressivity to it. It is wrong to label it simply as completely regressive.

Nevertheless, a major reform of the financing of health care to provide what will amount to, in most instances, only marginal improvements for a minority of the population is not, in my view, a realistic option at this point in time. Neither is a rollback of the premium increase.

I want to examine briefly the alternatives I considered. I'm not sure when I started to consider them but the effective date when I stopped considering them was March 7, 1978.

There were three broad alternatives which I think are obvious. The first alternative is to reduce costs. I have stated that a seven per cent increase in costs to the government, the estimates being increased by seven per cent year over year is, in my view, about as far as we can go. With a rate of inflation which is probably going to be seven, eight or nine per cent this year, and with a population which is still growing at one or two per cent, we are eating inflation within total government expenditures this year.

That is not to say, and I have said this on occasion, that we are spending every last dime of the \$14.545 billion as well as we might. I am sure there is some money in that \$14.5 billion that doesn't need to be spent, or that less could be spent. However, I am also sure, in listening to my colleagues and to members of the Legislature, of a great many places where more money should be spent in the course of a year.

I am relatively satisfied—in fact, I am very satisfied because I've been living with this, I guess, since last August—that at seven per cent we have squeezed down government ex-

penditures over a four-year period from a growth rate of 24 or 25 per cent to 15, to nine, to seven. We have done a Herculean job and I doubt that, in total, depending on rates of inflation, we can go much lower.

Specifically, in the health area the suggestion was made that health costs were out of control. I would not accept that proposition. I don't know whether the figures were tabled here by the Minister of Health, but what has happened in terms of health spending per capita? The fact is that on a 1972-73 index Ontario was near the high end of the range at \$292 per capita. The average for Canada was \$261. By 1976-77, we had risen some 57 per cent to \$459 per capita and the average in Canada had nearly caught up with us at \$448 per capita, an increase of 71 per cent.

If you look at our health costs in general, and those are Statistics Canada figures, you will find that in the last four or five years, by Draconian efforts, measures or snowballs—you name it—we have gone a long way in bringing our health costs down to something which in a total picture we can afford. The other side of the story should also be put on the record, that is, we have had good health care which was high-cost health care. Some parts of the rest of the country, as they should, are now catching up with us and their costs have been rising faster than our rate of increase. I reject the charge that our costs are out of control. That's something I'm sure you've examined with Mr. Timbrell. As Treasurer, I simply want to put on record my satisfaction that those costs have been brought under control.

There is a sub-alternative to reducing health costs, that is, the whole question of deterrent fees. They go by all kinds of different names—deductibility features, hotel charges in hospitals, or first \$50 or last \$50 payable. There are a whole variety of mechanisms which are called user fees or deterrent fees or whatever. I have not sensed from this committee or from the Legislature any enthusiasm for the imposition of those kinds of fees. The government has rejected that alternative.

Unfortunately, the data on this is very skimpy. There are those kinds of charges in some provinces. You've been made aware of those. There is really only one study, which is a very skimpy study, which was done on the Saskatchewan experience. I think the results indicate in most instances there's a drop and then the trend line carries right on again. Deterrent fees or user fees on balance are felt by most people possibly to be a way of increasing revenue but would not neces-

sarily do anything about health costs themselves.

Certainly my party and the government feel that although it's an experiment we might like to try and although we wish there were more conclusive evidence, we are, quite frankly, worried that if any kind of a deterrent was brought in, sooner or later there would be some people—God knows how many—who would not avail themselves of either hospital or medical services because there was a deterrent fee, no matter how small. Therefore, as a sub-alternative, that has been rejected.

I want to deal with another area of reducing costs. In a budget of \$14.545 billion, there's no question in my mind that in those printed estimates there will be amounts which are not required in total and there will be amounts which are insufficient to do the job which the Legislature or the legislation calls to be done. One tries to make budgeting as accurate a proposition as one can, but there are always unforeseen circumstances. It is not the policy of Management Board or of the government, nor is it the practice of the civil service, simply to go out and spend money recklessly because it was voted by the Legislature.

[2:00]

You're well aware that in the course of the last couple of years we've managed to keep total spending within the original target, even though there have been a number of unforeseen and unplanned expenditures or overruns, and there will be this year as well. I wouldn't have any idea at this moment where savings might be found in the course of this year. Some of them may have started to turn up. If so, Management Board will be grabbing hold of those savings. They will be using them, first of all, within ministries, and then across the government to finance those things which haven't been anticipated. OYEP, for example, may go over. That's an open-ended program, or can be open-ended. It could be closed off.

There were questions in the House yesterday about general welfare assistance. Obviously, if the municipalities are incurring higher bills and we have to pay our share of those higher bills, that particular estimate in the estimates, whatever it is, may be insufficient. As Management Board finds savings during the course of the year, or as a ministry identifies savings, it will first of all be applying those savings towards the cost of unforeseen items or overrun items.

Secondly, they will be keeping in mind at my urging to apply any of those savings

against any revenue deterioration which may take place during the course of the year. As you know I, at some point—I'm not ready to yet—will be forecasting revised cash requirements after we fully analyse the impact of the federal budget and what's going on in the economy. I'm not ready to do that yet.

Certainly, I was very surprised by the falloff in our revenues in the last month of the year, the last month and a half of the year, after I had really struck my budget. I am somewhat nervous about our revenue forecast. Any savings we identify will, secondly, be applied against any revenue deterioration.

Thirdly, if there is anything left over, and we won't know that for a while, Management Board and the government would very much want those savings to apply against \$144 million which we have put forward as our share of the federal-provincial sales tax reduction.

If savings develop during the course of the year there are lots of places for them. We will try to stick as closely as we can to our targeted cash requirements. If there are savings, let me repeat, they will go in that order to overruns, to compensate for any deterioration in revenue and very specifically, and a very large item indeed, towards the \$144 million which I've accepted and which if necessary will increase our cash requirements by that amount. I would hope, however, that our cash requirements wouldn't go up by the full \$144 million. I can't comment conclusively on that at the moment.

The second alternative I faced was that if costs had been cut, after the spending estimates had been cut as far as they could be or reduced as much as was reasonable under the circumstances, you're not unmindful of the uproar, some of it unjustified, obviously as things turned out, most of it, which followed our announcement of what we would give to the municipalities and the school boards last September.

I think the suggestion was made that we were several hundred million dollars short in what we should be giving them. Mill rate increases have not turned out to be of anything like the proportion which was suggested at that time. I point that out as an item where we have come down to seven per cent and how very tough it was to achieve that seven per cent. We took some of it on the lam ourselves in terms of our own expenditures. No question, in terms of the 70 per cent of our budget which goes in transfers to municipalities, to school boards, to hospitals, to people, to agencies—

they too, I think, would all say there was a need for more than the seven per cent figure we ultimately arrived at. My point is that we've squeezed costs about as far as we can.

The second possibility, of course, was to do nothing. That would roughly be to leave the cash requirements as they were or reduce them slightly. I think you are aware that we have a commitment to a balanced budget by 1981, or whenever, but we aim to move in that direction. We aim to get there by 1981. If you cannot further control your costs, then at some point you have to take a look at the revenue side.

I'll come back to the business of the balanced budget a little later on, but you just can't conclude that one side of the question isn't working out as well as you would like—seven per cent versus 6.3—and not pay some attention to the other side of the equation. It was not responsible, in my judgement, simply to say we did not need any revenue increases.

So then you come to the third alternative and that's the way you raise your revenue. I won't go through all the details but I will touch on some of these items. We have spelled some of these things out on sheets and perhaps you might pass those out now—the various alternatives we looked at. I think I've covered most of them or a great majority of them.

First of all, number one always on the hit parade, I suppose, is tobacco and liquor. In terms of tobacco tax, I suspect we hit it about as hard as we could; we are now the highest-priced in Canada except for Newfoundland, and I am not sure about Quebec as of last night. We have increased spirits, beer and wine, three years in a row now. We have increased tobacco in two of the last three years. In addition, I would point out there have been substantial increases in imported liquor and imported wines because of the depreciation of the Canadian currency. This is happening whether we like it or not. I really felt that the \$70 million I got from tobacco and liquor was hitting it about as hard as I could, but I nevertheless selected that as an option.

There has been some suggestion that the lottery proceeds could partially finance OHIP or in effect come into the consolidated revenue fund. The legislation spells out that Wintario proceeds are earmarked for cultural and recreational projects, that legislation would have to be changed. I don't detect any overwhelming consensus that it should be changed.

Obviously from the point of view of the Treasurer, I have never made any bones about the fact that I would like every penny that I could get in the consolidated revenue fund and I am not an advocate of earmarking funds, either big or small. But I think it is fair to conclude that the opinion of the government and the opinion of the Treasurer don't always coincide—nor those of the government and, I think, the Legislature; and I haven't seen any private members' bills saying let's do away with Wintario expenditures. There has been some debate in the House but in my view there isn't any consensus and you'll run into the fact of life that that money in Wintario is designated for certain purposes, Cabinet had determined that the Provincial money was dedicated to the support of health and health-related research. So you cross that one off your list.

You look at the personal income tax. To raise \$271 million from the personal income tax would require a rate increase of four points to 48 per cent. Next to Alberta we have the second lowest rate of income tax. We think that's important and we point out that increasing the income tax by four points—or by one point or six points or whatever—would have the biggest impact on people who file single-family, single income tax returns, namely single persons and families where both spouses work.

I don't know about you but I hear an awful lot of complaints from husbands and wives who are both working. There are a lot of them who feel their combined after-tax revenue, together with perhaps a daycare fee or housekeeper's fees, really doesn't leave them very much left over. It would not be one of my ambitions in life frankly to be taking more from that group of people.

That latter fact implicitly means that going the income tax route collects more from upwards of 800,000 or so working spouses who for the most part under premiums are isolated from the premium increase. To put it another way, the greater a person's employer subsidization of OHIP then the greater the increase in burden. We'll give you figures on the large percentage of the population who have their OHIP premium 100 per cent paid by the employer. By going the income tax route, you are very much increasing the burden on them.

The income tax route means that the corporations will save about \$120 million. This amount is raised from single individuals and from middle- and high-income families, particularly those who are currently subsidized by employers. For some low-income persons,

the income tax increase is more onerous than the premium increase—the persons whom the subsidy enrichment affects. There is a table here showing the impact of increasing the Ontario PIT by four points. Those figures it works out to are not small amounts of money.

We of course could look at the Retail Sales Tax Act. One point—an increase of seven to eight per cent and 10 to 11 on luxuries would be necessary to replace the OHIP premium increase. That would produce roughly the \$271 million which I felt was needed to get our cash requirements down to the level where I would like to see them.

We think that such an increase in sales tax would have had serious implications for consumer spending, for investment, for employment, for confidence at this point in time. Obviously others agreed with this. As you are aware, on a temporary basis at least, the federal government and the provinces have chosen as a way of stimulating the economy a cut in the retail sales tax rather than going in the other direction.

Gas and diesel taxes—a tax that hasn't been raised for some time, I look covertly at that tax, frankly. The problem is that we were—perhaps by our own timidity—essentially shoved out of that field by the federal move of a few years ago when they moved in and raised gasoline taxes 10 cents. I doubt very much that the people of Ontario today would be very happy about an increase of say six cents or nine cents a gallon to raise the \$270 million. I don't think that would be particularly helpful or politically wise. When you look at the level of taxes in other provinces—other than Newfoundland and some of the Maritimes—we're at the high end of the range at the moment.

The corporation tax—I can think of a few things that would be more unwise at the moment. Profitable firms would face a very large increase—you are looking at about three points, it's probably a little bit more than that now, closer to four points. It's really increasing the rates from nine and 12 per cent to 12 and 15. This would be a 25 per cent increase, I guess, in the rates, if you were going to finance it by corporation income tax.

The corporation tax route has a more selective impact. It would give us the highest corporation tax rate in Canada, and the more successful the firm, big or small, the higher the tax increase. In my view, that would penalize investment and endanger our competitive position.

Let me add to that. I think in some things Ontario is still the leader. There is no question in my mind that if we moved on the corporate tax side by a point or two points or

three points or half a point, or whatever, other provinces would follow along. I think frankly, in terms of the competitive position of Canada, that's the kind of leadership I don't particularly propose to give at this point in time.

Public sector contributions, of course, would have to be absorbed by corporations. There is the impact here on, say, a large manufacturing company, if you went the CIT route as opposed to the OHIP increase; of course the OHIP increase costs less than putting it all on the corporation income tax.

[2:15]

We have done some studies over the years on payroll taxes. I will table today three rather lengthy documents, one prepared in 1971 by a Mr. Holloway, who favoured a payroll tax. Our own staff did an assessment in June 1974 of the economic implications of the payroll tax system; that paper recommended against payroll taxes because regressivity would be increased and there is a great deal of slippage. It stated that the employer portion of a payroll tax is regressively shifted on to labour.

We did another study in the fall of 1977 on an employer and employee payroll tax to finance health care. It concluded that payroll taxes would result in very undesirable shifts at that time. As I recall, the paper also said that a great many people effectively would escape the tax or that the cost of collection would be too high to justify it.

That brings us back to OHIP as another possible revenue source. There is a sheet here which indicates the after-tax burden of OHIP premiums by individuals and corporations is fairly even, with the former paying slightly more than the latter. In other words, obviously somebody pays any tax; OHIP effectively divides the burden between the employer and the employee. Any other tax or combination of taxes skews one way or the other. What I was not out to do in this budget in particular was to dramatically change the incidence of taxation on one group or another group. I think that would have been wrong at this period in time.

Premiums paid by employers, the arguments are made, are simply passed on to the consumer. Those, I think, are only partially valid to the extent that subsidized employee premiums represent a cost of doing business, then some pass-on may occur. But in doing so, firms must continue to be competitive with both domestic and imported products. Further, proposals to increase the corporation income tax could be argued to have these pass-on drawbacks just as easily.

Insurance principles are not based on ability to pay but rather on risk, and OHIP parallels that principle to the extent that everyone is expected to pay a base amount. The risk-related premium over and above this base is removed for our health insurance plan so as to preserve the universality aspect.

We have talked about the visibility of OHIP and the earmarking aspect, if I can put it that way. I think if we moved to some other form of taxation, the people of Ontario would not be as aware as they are now of the very large health bill we have, something approaching \$4 billion.

I said somewhat facetiously, but I'm really serious about it, there's no question that when you look at a budget of \$14.5 billion, of which nearly \$4 billion goes into health, it's a very large amount. It's in control, I don't think it's excessive; but I think the miracle of the health system we have built and the services we are providing is sometimes forgotten by people. The OHIP premium route is the one link we still have in terms of reminding people, even though it's only one-third of the insured services cost, or whatever the figure is—28 per cent of total health cost. As I say, I've been facetious about it, there is no doubt in my mind today that people are much more aware than they were on March 6 about health costs in this province. That's an argument that I don't think should be lost sight of.

On balance, after looking at the various ways to raise revenues, I concluded that in addition to several minor items—liquor, beer, wine, tobacco—OHIP premiums would be an appropriate place to raise our revenues. That is how I came to the conclusion I arrived at.

I think just a couple of facts about OHIP premiums and who pays them are rather interesting. The Ministry of Health data show certificate count and people attached to certificates—and that's estimated. There are 1.1 million people who are under pay-direct coverage. There are 5½ million people who are under group coverage and there are 1.9 million people who are under government subsidy, either full or half premium, for a total of 8½ million of the population.

Of the 1.1 million pay-directs, which is about half a million certificates, according to tax data in 1976, about 40,000 of those pay-directs were professionals. I think most people would say that most professionals in the province would not be unduly burdened by this increase in OHIP premiums. Of the remainder, we can identify about 150,000 as being self-employed, most of whom are about, so far as we are able to determine,

at the average taxable income for all tax filers.

There are some 5½ million people or 2.1 million certificates on group coverage. In that area, 85 to 90 per cent of the group revenue comes from employers. Two-thirds of the employees from contracts, from a contract survey, get full subsidy. About one-fifth receive between 50 to 100 per cent employee subsidy and only about 10 per cent pay the full premium—those who are in the groups—or between the full premium and half premium. On balance, it breaks down to about 85 to 90 per cent on average of Ontario employees being paid for by the employers.

I mentioned earlier that there are some problems and the system can obviously always be improved on. With great respect to Mr. Claridge, we have yet to find the person whose income was rather dramatically displayed in the *Globe and Mail*, when you recognize the small proportion really of the total population who were on pay direct and paying fully and then start looking for people whose income went from whatever it was—\$10,399 to \$10,401—and their premiums suddenly went from zero to \$528. But there are some of those people out there, there's no question.

The history of the system—and this is a little perplexing really—is that under the old, we used to have zero premium, quarter premium, half premium, three-quarter and full. We went away from it because, frankly, there were so few people in the partially subsidized area. We know there are people in those income ranges. Whether that reflects something less than the full accuracy of the claim being made for subsidy, I simply don't know. Even now, as you are aware, there are 1,800,820 receiving full subsidy and there are only 60,000 who receive half subsidy.

Obviously, as I say, it is somewhat perplexing why there are so few. But the fact that we go from zero to 50 per cent to 100 per cent in two jumps in three notches, if I can put it that way, does create some notch problems. I concluded that the new premium levels as presented in the March 7 budget represented too sharp a change in burden for people who just failed to qualify for premium assistance.

Ideally, OHIP premiums should be integrated into the income tax system via a tax credit. We have been looking at this possibility and are still looking at the possibility. Preliminary analysis suggests it would be administratively complex and involve major shifts in tax burdens. It requires a great deal of further study, both to establish the full costs and to devise a credit structure that

would be a workable under a federal administration.

Ottawa has come a long way in the last couple of years and has become somewhat more flexible about the Ontario page of the tax return, if I can put it that way, but we are not just sure how far we can push them and each line on that return has to be negotiated with them and that's not going to be done quickly.

In the meantime, we asked the staff to re-examine the notch provisions. They developed two options which we are passing out to you, of which option two is preferable. I have therefore proposed and cabinet has accepted that effective May 1, 1978, the subsidy assistance levels be raised to reflect the following assistance and it is going back to five levels of premium or no level of premium for both single and family.

I estimate these enriched criteria will cost another \$15 million over and above the budget proposals and will further benefit some 220,000 Ontario citizens. The addition means the subsidy enrichments for 1978 assist some 250,000 more Ontarians with their premiums, at a saving to them of some \$30 million. Overall, I estimate that almost two million people are now eligible for assistance in 1978 at a cost of \$430 million in revenue forgone. Importantly, the size of the notch inherent in our premium structure will be halved.

To those people about whom we are all concerned, individuals and families just beyond \$3,000 taxable income and \$4,000 taxable income respectively, this enrichment is of great benefit. For example, a typical family of four with \$10,127 gross income in 1978 would pay \$528 under the budget proposals. They will now pay only \$264, a saving of \$120 from last year—pre-budget. In fact the new premium assistance will mean that this family of four could earn \$11,128 and still be subsidized. At this income level, they would pay \$396, an increase of only \$12 over last year.

I realize this way of going with the notch solution cannot be a final solution and we will, as I have stated, continue to examine a tax credit system alternative.

The two options are shown and as I have mentioned, we chose option two rather than one. There is an interesting table of the comparison of OHIP and related tax payments showing the gross income of individual or principal earners and you will see, for example, a family at \$11,000 pay direct, no subsidy; pre-budget, they were paying \$384 and with these changes I have made today, will now pay \$396.

Picking any other ones, a family with full employer subsidy, paying \$94 before, would pay \$129 afterwards. Then as for the singles, you can see that with full employer subsidy at \$6,000, they will now pay about \$17 more, rising to \$37 more at \$40,000 to \$50,000 gross income. The single pay-directs are there as well.

I said I didn't want to fiddle too much with percentages because I think percentages can tell quite a story, but we did a little bit of work on percentages this morning and I'll pass that sheet out now at this time.

Obviously the 37.5 per cent is only being paid by a proportion of the people. Some people are paying zero increase; some people are receiving a decrease. Based on contracts, the average increase is about 14.5 per cent. If you look at that 14.5 per cent and remember that we had no premium increase last year, it works out to 7.2 per cent over the two years, an average increase across all the contracts of 7.2 per cent per year for each of the two years.

[2:30]

Admittedly, some people are paying 37 per cent; those people up at \$40,000 to \$50,000; I guess that works out to a 37 per cent increase. On average, over the two years it works out to 7.2 per cent. The average marginal rate for all taxpayers is 33 per cent. The average marginal rate for all tax fillers is about 22 per cent.

Mr. Cassidy: Mr. Chairman, that is very complicated and as we only got the document while the minister was reading it out, could the minister take us through that set of calculations again?

Hon. Mr. McKeough: I'd like to finish and then either I'll take you through it or the staff will take you through it.

Mr. Cassidy: I don't think anybody really understood what those figures meant.

Hon. Mr. McKeough: We'll come back to them.

Mr. Chairman: Perhaps if the Treasurer could finish his statement—

Hon. Mr. McKeough: I'm not very far away from finishing, Mr. Chairman.

I also want to suggest to you—and let me share some thoughts with you—that in approaching the whole matter of provincial budgeting, and I don't expect you'll all agree with this, one has to approach all this with a realistic attitude and not some sort of pie-in-the-sky thinking.

Whether or not you agreed with the staff study which we tabled in February, we have yet to see any definitive or reasoned objection

to it, which perhaps is too bad. What it did point out was that, under either old standards of full employment or new standards of full employment, the fact is that both Canada and Ontario are operating in deficit positions and a return to full employment at either level is not automatically going to mean that books are going to be balanced—far from it. We're going to have a tough time balancing our books by 1981 or whenever—but our plan is still to do it by 1981.

Just to put in front of you some of the things we do, almost the day after March 7 we start to think about next year's budget. We start to do some thinking specifically about transfers to local governments and about the level of increases. It's spelled out in this year's budget that, to achieve a balanced budget, revenues have to grow at a certain rate and expenditures go up six per cent. We start to take a look at that target and see whether it's realistic.

I want to point out some of the things we're facing, perhaps not all in 1979-80 or 1980-81, but in the next two or three years. Some of them are on the expenditure side and some of them are on the revenue side.

If we move ahead, as I hope we will, with the development of North Pickering and Townsend, we're looking at the expenditure of \$200 million or \$300 million. As I recall, the estimate for the water or sewer line alone, which we are committed to provide to service Townsend, Jarvis, Hagersville and several other communities, as I recall—and this would be spread over several years—was somewhere in the neighbourhood of \$40 million or \$50 million.

What I'm talking about are expenditures over and above the sort of things we're doing now. As much as I look around, and as much as I wait for suggestions, I don't find too many suggestions about things we're doing now that are going to wind up next year or the year after and where we can take those savings to put them into some of the new things that have to be done.

There are a lot more purchases to be made for the parkway belt; I suppose several hundred millions of dollars will be involved. There is pressure, and there will be mounting pressure, to purchase more land on the Escarpment; I suppose that will involve somewhere in the neighbourhood of \$50 million to \$100 million, as a guess.

Look at the area of health care costs alone. I suppose there was no more prolonged discussion in cabinet than on the area of health costs—not in terms of reducing them from the \$4 billion that is in the budget, but trying to find some way to get on with spending more

money—and I'll use a figure of \$50 million or \$100 million—on the low-cost alternatives.

If we are going to get away from ever higher and mounting hospital costs—active treatment beds—we're simply going to have to spend more money—and I'm no expert in this field, but I defer to the Ministry of Health and it makes sense to me—on chronic beds, on nursing home beds and on home care.

I think if you ask the Minister of Health (Mr. Timbrell) he would say that with another \$25 million or \$50 million a year over a period of time, we could take off some of the pressure in those areas and reduce the very expensive hospital bed usage. It isn't a question of spending less in the health care field. If anything, the tragedy is that we can't find the resources to spend a little bit more so that the lower-cost alternatives become available more quickly. Much as I hate to admit it, we're probably going to have to find ways to put more money into health care, if we're going to get on with those lower-cost alternatives.

Some may say we haven't squeezed hard enough on expenditures. I don't know how many more stories there are going to be like the story in this morning's *Globe and Mail* with respect to the 80 beds at Sick Children's Hospital. That wouldn't be high on my list of a saving I'd like to be made in this province. Nevertheless, Sick Children's Hospital has come to that conclusion.

I have to suggest to you—and God knows I want to reduce expenditures—that in the whole health care area one is looking at a higher rate of expenditure rather than a lower rate, which we've been achieving in the last couple of years. We still have areas of the province which are growing and which will require new hospital construction and hospital beds. Just in health care alone, there is money to be spent.

There is the whole question of the pressure on revenues. I'm not just talking about the letters I get from some of you and from the public saying the deductibility on shoes should go from \$30 to \$35, or on chocolate bars or energy saving devices. Those pressures go on year in and year out. I will live with those. I'm talking about some very real and large amounts of money which I didn't deal with in this budget. I may not have to deal with them in other budgets. But, mark my words, in the next two or three years some part of this list will have to be done, if we are going to remain competitive in this province.

Start with the retail sales tax. My socialist friends don't agree with what we have done. Let me put it very frankly. We're not all the way there yet. We eliminated the retail

sales tax on production machinery at a cost of about \$170 million. To complete that job, we should be eliminating it so that we can say there is no retail sales tax on production equipment and to extend it over—and it's a question of how far to go. We are still taxing production machinery and equipment, which some other provinces aren't, which some states aren't and which the federal government isn't. You're looking at a bill to complete that exemption of somewhere between \$70 million and \$200 million, depending on how far you go. If someone said here is \$70 million, in terms of our competitive position in this province that's where I would spend it.

We talk about competition. I would love to see the building tax taken off. I'd love to see it taken off everything, which is a \$300 million or \$400 million item—housing, commercial and so on. The industrial bill alone is about \$45 million. That's a high item on my list. I want to bring the cost of building new plants in this province down so that it's competitive with the costs in other jurisdictions. That's high on my list for the future.

If you look at the whole area of corporation income taxes, there is some suggestion that they could be raised. I would point out to you now that Mr. Carter has got the Panama Canal treaty out of the way, he's probably going to come back to his tax reform proposals. He has put before Congress a proposal to cut corporation income taxes by three points. In our case that would amount to \$250 million.

If Mr. Carter moves in that area, Canada and Ontario will have to follow. Whether Canada will take the whole strain of that three point reduction I don't know. I hope it will take part of it. If it doesn't, I aim to keep our corporate tax structure fully competitive. There are problems with the capital tax, and some of you have written to me about that. I'm not sure it's an entirely fair tax and it does impinge somewhat on some businesses. I won't put a price tag on that. Some people would say we're not as competitive in this province as we should be because we still have succession duties. We're one of two provinces left. That's a \$60 million or \$70 million bill which I think, at some point, we're going to have to face up to and get out of.

You mentioned pressures on revenue. We had another one fully documented this morning by the municipalities. The tax reform proposals which we put forward as an alternative system, and which they have worked on, all show a big increase in their revenues of \$330 million. This now is the

figure of \$329 million because the province would start paying grants in lieu at a higher rate, or would pay previously exempt properties or would pick up a higher rate on land which was to be exempt from taxation. \$330 million, and in the figures which they presented to us this morning, they did as we did, they have deducted that from the transfers to school boards and local governments.

However, they made a very strong pitch this morning, and with some justification, that if we go ahead with tax reform there should be some sawing off of that figure. They said the sawoff should be at \$330 million. I, so far, have said nothing. But, realistically, we're going to have to meet them somewhere along that line and we are already committed, in the property tax area, to enriching the property tax credits for senior citizens. I think the price tag on that was about \$75 million. In the property tax area, therefore, in the next couple of years, look for an increase over and above what we're doing now, over and above just normal growth of another \$400 million transfers to municipalities or to senior citizens and others who are paying property taxes.

What I'm trying to put in front of you is the inevitability of the fact that if we are going to balance the budget we are not just going to sit back and say the present revenue base is going to do the whole job. It isn't there, I suggest to you, to be done. To think, and this is where I conclude, that we can get by without OHIP premium increases or, as some have suggested to do away with OHIP premiums, I think is just airy-fairy and not being realistic and not facing up to some very hard facts.

Treasurers have to face up to hard facts and the figures you have seen which were given to us by Ontario Hydro in terms of their capital construction program and which will be fully debated and discussed at the Energy Board hearings starting in June, indicate that from 1980 on, so far as we're able to determine, Ontario Hydro, in order to do a somewhat reduced construction program, will be taking all the money which is available to Ontario or Ontario Hydro in the public markets, either here or abroad—and we'd like to reduce our foreign borrowing for obvious reasons. Not only that, they would be showing a completely balanced budget on the part of Ontario during that time, and we would be turning over, either to the private market or directly to Ontario Hydro, the billion-odd dollars we now receive from Canada Pension Plan money or from the Teachers' Superannuation Fund.

The inevitability of having to balance the budget in the 1980s to look after the requirements of Ontario Hydro is there and simply can't be ignored.

I have taken some pride and I hope members of the Legislature have taken some pride in the fact that we have achieved, from both rating agencies, a triple-A rating. It would be my hope that we would keep it that way, but we're not going to be able to do so if our cash requirements increase and we don't take responsible actions when responsible actions are called for.

I put it to you then that the three options which faced me were to do nothing and forget about balancing the budget; secondly, to cut costs further, which I think, is unrealistic, or, thirdly, to raise revenues. The route that I chose wasn't necessarily the most pleasant one for me or for a lot of other people but it was a realistic thing to have done. Thank you, Mr. Chairman.

[2:45]

Mr. Chairman: Mr. Treasurer, just for the benefit of the committee, could you take the committee through the breakdown of the effect of premium increase again, that last sheet that was tabled? I think the members would wish that to be done.

Hon. Mr. McKeough: Yes, Mr. Chairman. Perhaps Mr. Allan or Mr. Jones would take you through that, and I'll catch my breath for a minute.

Mr. Allan: We made an attempt this morning to use Health's figures on subscribers to determine exactly where the increased premiums arise. In looking at that, you have to differentiate between the people who pay nothing and pay it fully and are subsidized, and then the very large group, being the employer-subsidized group.

Mr. Chairman: Mr. Allan, for the benefit of the committee and those who cannot hear, would it be possible to pull that microphone in? Thank you.

Mr. Allan: On the basis of six months' figures in 1977, there are 3,737,000 contracts under OHIP. Group subscribers represent 53.6 per cent, or a little under two-thirds of the total. Pensioners, welfare recipients and veterans represent 25.5 per cent, and they all pay nothing. Pay-direct subscribers represent 13.3 per cent. The last residual group, those on the income test, full or partial, represent 5.6 per cent.

Using that breakdown, we apportioned the premium increase, which of course ranges from zero to 37.5 per cent, and weighted it across that whole spectrum of subscribers. The most interesting group, of course, is the

people who share the premium and the premium increase with their employer, ranging again from no increase at all in the case of an Ontario government employee, a bank clerk or many newspaper reporters, to bearing the entire increase. And it's quite true that there are large group contracts still out there, minor in number, but where the employee pays the entire increase.

Where the employer does put in a contribution, all or part, this increase is grossed back into your personal income tax as an employee and it's taxed at your marginal rate. In Ontario, our federal-provincial combined marginal rate for people who pay any tax at all is just about 33 per cent in 1978. For all the people who file tax returns, though—and there are many who pay no tax—the rate is 22 per cent.

We worked out the average increase for all the people who are in group plans at about 15.4 per cent. That's the amount the individual bears—not shared by the company in any form. On average, using figures from the Ontario Ministry of Labour on the collective agreements, 88 per cent of the premiums are employer-paid, 12 per cent employee-paid. That's the average right across the province.

The pensioners obviously paid none of the increase. Pay-directs paid the entire increase. In the last group, those who get full or partial assistance, using the Treasurer's new premium assistance notch-levelling proposal, the increase averages 14 per cent.

When you weight those by the groups, it comes out to about 14.5 per cent. It still is a large increase for some, but it's a small increase for others. Net, it produces about \$140 or \$150 million of revenue from people; the rest of the revenue comes from corporations and from government as an employer, including the federal government.

Mr. McClellan: You still have a 14 per cent increase for those getting partial assistance.

Mr. Allan: The person who gets the least assistance under the premium assistance plan, 25 per cent assistance, is still paying 75 per cent of a 37.5 per cent increase, which comes out to about 28 per cent; so some part of that group, right at the borderline, can still have a sizeable increase. About half of the pay-directs, though, will be in the assisted range. No matter how you devise a notch provision, there is always somebody who just misses; and that guy is always going to get a sizeable increase, whether it is 37 per cent, 28 per cent or five per cent. If he just gets over the notch, he has an increase.

Ms. Gigantes: I would like to ask a question—supplementary to this table discussion. I would like to ask about the figures we have been given on this sheet about the number of people who have their premium mostly paid by their employer. What were those figures again?

Mr. Allan: This is the number of contracts that pay the premium to OHIP as a combined or group proposition. Across all those contracts the average is 88 per cent paid by the employer and 12 per cent by the employees covered.

Ms. Gigantes: Can you tell me then why it is that the figures from the Ministry of Labour, the most recent figures we have, indicate only seven per cent of contracts have between 51 per cent and 99 per cent paid totally by the employer?

Mr. Allan: Because 66 per cent of the contracts have 100 per cent paid. About two-thirds of the contracts are 100 per cent paid; so if you saw off at 99 per cent, you have only got a small ratio left. The biggest group is 100 per cent paid by employers; and if you saw off any ratio between 51 per cent and 99 per cent, you are going to miss a lot of them—the bulk of them, in fact.

Mr. S. Smith: If the Treasurer has caught his breath, I would like to ask him a few questions, if I might, Mr. Chairman.

The Treasurer has taken us through a very interesting series of reasonings that he apparently went through himself in constructing his budget, and he finished with a view of the future, the problems facing us in the future and the difficulties that any Treasurer of Ontario is going to have in the future. One can only marvel at the fact that none of these problems for the future seemed to be concerning the Treasurer over the years when he presented his optimistic pictures and ran his deficits, one after the other. But here we are anyway, and we are now being told that the only responsible thing to do, because of these future problems, is to raise OHIP premiums by 37.5 per cent.

In his reasoning, he starts out by saying that people don't like to pay it, but they really like what it buys, the implication being that we need this in order to pay for health care. Yet, by the time he finished, he made it very clear his main concern was that the revenue base of the province generally was not, in his view, large enough to handle both this year's expenditures and the problems that are facing us just over the horizon.

I think you know, Mr. Chairman, that we have felt for some time that this was a revenue-raising device that went in the face

of the Treasurer's own 28 per cent guideline of only two years ago, the so-called suitable long-run norm. We have spent some days in this committee now, trying to find out some reason why we should change from a 28 per cent long-run norm to a 34 per cent norm, such as the Treasurer has done all of a sudden this year. As you know, we have found absolutely no reason whatsoever for doing that. We have seen nothing in the way of evidence for it.

He says that people may like what it buys, but the interesting thing is that his description of our health system, excellent as it is, really describes the same health system that exists in other provinces, and yet they don't have to pay this type of heavy premium burden as a way of financing it.

I am particularly interested in the fact that he says the provinces that don't have premiums are those that receive equalization payments. I am fascinated to know what conclusion the Treasurer draws from that. I find that one of the very interesting observations, that provinces that receive equalization payments don't believe in a heavy premium burden on their citizens, and I would love to know the cause and effect that the Treasurer seems to feel lies behind that.

I would also like him to explain—since nobody in this committee has yet heard—why he switched to a 34 per cent increase. Based on what studies did he change his long-run norm from 28 per cent to 34 per cent? This so-called Taylor report recommendation was, as we well know, thoroughly discounted in the Ministry of Health and was itself based on the Treasurer's statements and was originally a study which took place in 1973, which the Treasurer must have been aware of when he declared in 1976 that 28 per cent of insured health costs would be sufficient to come by the premium route. I'd like to hear his view on that.

I'd also like to hear from the Treasurer why he believes this visible link is somehow so important. He seems to say that he's taught the people of Ontario a lesson. He points out with some pride that since he introduced this 37.5 per cent OHIP increase—boy, haven't people become aware of the fact that health costs have gone up. But have they become aware of the fact that all other costs have gone up and that health hasn't gone up any faster than anything else in the budget of Ontario. Hasn't this really been a smokescreen which has enabled the government to hide behind people's concern about health and people's legitimate belief that our health system is a good one?

I'd like to hear the Treasurer's views on some of these matters. I notice he implies that he had to think about increasing the deficit, he had to think about increasing revenues, he had to think about decreasing his expenditures. He chose to increase revenues and in this particular way.

I'd like to go over with him in detail each of the options he seemed to have, including some of the options which we in the Liberal Party presented. To begin with, though, I would like to know who's telling him that this visible link is a useful thing which is going to result in reduced health expenditures. What does he base that belief on, and why did he change from a 28 per cent guidelines to a 34 per cent guideline in the absence of the slightest shred of evidence in favour of that move?

Hon. Mr. McKeough: In terms of the visible link, I don't want to over-emphasize that argument particularly. You could put this a number of ways. The Minister of Natural Resources (Mr. F. S. Miller) pointed out to me the other day that his total budget—\$270-odd million, I think it is—is less than the increase in health costs this year.

I think we have some responsibility to point out to the people of Ontario that health is costing—and reasonably, probably—in the neighbourhood of \$4 billion a year—\$3,951,000,000 or—whatever the figure is. I don't think it hurts. Let me put it the other way, to the Leader of the Opposition.

I suppose the other visible link one might establish and which, heaven knows, is suggested is some form of a deterrent fee. Ram home to them in that way that health is costing. We have rejected that. I seem to recall some objections to some advertising that was done to remind people about their health care system and that it was costly. I would be happy to look at other forms of visible links but I haven't seen any.

The second point was, what reason did I have to change the norm? I suppose the whole substance of my presentation today is what reason—and maybe you've found one—is there not to change the norm. We've made no secret of the fact that we need more money, that our revenues have to increase. There was nothing magical about 28 per cent and I suppose there's nothing magical about 33 or 34 per cent. But perhaps there's some reason I'm not aware of that a norm has to stay the norm forever.

[3:00]

You've stated that in your view it was a way of raising revenue. I haven't hidden that

fact. The fact is that the Taylor committee thought a third would be appropriate.

Mr. S. Smith: I think it will be fruitless to pursue that line much further. I think it's clear it was a number picked out of the air. Forever, apparently, is not long by the Treasurer's standards. In fact, the long run didn't even last two years. But obviously he has come out clearly, and I trust that will mean an end to the speeches around the province suggesting that the OHIP increase is because of health costs rather than because of revenue raising—period.

Hon. Mr. McKeough: I wouldn't say that at all. I think if there is to be some health-related income, then the third or 28 per cent which we are receiving from premiums is not a bad figure. I suppose what you have to answer is whether it should be more or less. I don't pretend to justify for one minute that 34 per cent is the right figure and 32 per cent is a wrong figure or 36 per cent would be a wrong figure.

Mr. S. Smith: Yes, well we are left wondering what 28 per cent ever meant in the first place, but we'll accept that we are not going to get very far on that line of questioning. As far as asking the Leader of the Opposition what visible link might have been more effective than increasing premiums is concerned, we might have suggested to you some measure by which people actually found out how much was spent for them for health each year, something by means of a sort of credit card type system where they were sent a statement at the end of the year. This would surely be a more meaningful visible link than hammering certain people with premiums.

In any event, I think the people who have studied it make it very clear that so many people, according to Mr. Allan's interesting presentation, have their premiums paid for them and presumably those people don't have a visible link. In any event, perhaps other members will want to chase that one along. I want to get to the reasoning that you've presented here about your various possibilities.

The first thing you said you thought about was reducing costs. But you suggested that even though you had no doubt there was money in your budget which could be saved, those savings would go first of all to cost overruns that might occur within your budget. Secondly, they would go to supplant any revenue shortfalls; and, as you said, you were nervous about whether or not you were going to get your revenues as predicted this year. And finally, you might use them to re-

duce the sales tax deal that you have made with the federal government.

Would you agree, Mr. Treasurer, that what seems to have happened last year was that you were able to find about \$300 million in savings on the expenditure side, over the course of the year, having been forced to do so by a revenue shortfall and by a need for the Teachers' Superannuation Fund money? And would you agree that there are places in your budget this year where savings could be made? We tried to point out some of these to you in our alternatives.

Are you basically saying you are not interested in finding any place in your budget where there are possible savings to offset the OHIP increase, and that if such savings are there, you don't want to use them for that purpose, and that you want to use them in case your revenues are low or in case somebody else goes over his budget or in case something else happens? You are not willing to use the savings that might be in your budget to offset this OHIP increase? Is that what you are saying?

Hon. Mr. McKeough: Mr. Chairman, that is not what I said. What I pointed out was that budgeting and estimating is not yet an exact science and I don't suppose will be. I used the example earlier of general welfare assistance. Obviously, that is an open-ended program. If those bills come in from the municipalities, they will have to be paid and we have determined for two years now and, hopefully, again this year that we will try to keep our expenditure levels within the total figure. Expenditure overruns such as general welfare assistance or firefighting being higher than budgeted, or any number of things, will take a first call on any savings that may be developed. I would also point out—and this is just my observation—that, to my knowledge, the area where I think we are least likely to find large savings this year will be in the health field.

Mr. S. Smith: May I be clear about this? It's a very important point, Mr. Chairman. The Treasurer did challenge me and other members of the Legislature to account for \$271 million in his budget in some way other than OHIP premiums. Do I take it that what he meant at that time was that the accounting had to be entirely on the revenue side, that finding any savings in the budget would not convince him to use those savings to offset the OHIP premium increase but that he would sooner use those savings to offset what he terms the inexactitude of the science of budget making, the problems in revenue, the other problems in shortfalls,

and so on? If savings can be found to account for part of the \$271 million, is the Treasurer now saying he is unwilling to use those savings for that purpose and instead prefers to reserve those savings for other unforeseen or partially foreseen budgetary problems?

Hon. Mr. McKeough: That's correct.

Mr. S. Smith: So you are refusing to use it for offsetting the OHIP premiums?

Hon. Mr. McKeough: I suggested to you something over three months ago that I would be interested in finding out where you would make savings on the cost side.

Mr. S. Smith: Yes.

Hon. Mr. McKeough:—and I am not going to comment on it today. I think I and my colleagues are probably going to take more than 24 hours to look at those numbers before we decide whether they are realistic or not.

Mr. S. Smith: That's fair.

Hon. Mr. McKeough: Budgets are put together on a line-by-line basis, and simply to say "Take \$50 million out of health" is a pretty sweeping statement, I think, but no doubt the member has considerable substantiation as to where it is going to come from, and will probably lay it before the committee at some point in time.

Mr. S. Smith: I would be glad to discuss that with you right now, if you like, since in point of fact the actual expenditures of last year fell short of last year's estimates upon which this year's estimates are based.

Hon. Mr. McKeough: No. I would suggest that you discuss that with the Minister of Health during his estimates. If you think he has too much money—go ahead. That's the great job of the Legislature, to suggest savings, but from my knowledge there may well be savings developed during the course of the year that may not show up until the last few months of the year—

Mr. S. Smith: Yes.

Hon. Mr. McKeough:—for example, on the medicare side; that's happened before. The rate of utilization hasn't risen as much as we thought it would. By that point, it's a little late in the year to decide that we can afford a few more nursing homes or a few more nursing home beds. But I must say that I find it strange indeed that a member of the Legislature, let alone the Leader of the Opposition, gets so upset because we make some savings during the course of the year. That's been your attitude before; you've been completely consistent.

Mr. S. Smith: Well, the thing we might be upset about is the fact that your budgetary process allows you plenty of leeway and plenty of fat in the budget which you can then with pride point to having cut, but whenever we suggest that cuts are possible, you tell us that only bleeding will occur if any cut is made. Yet you seem able to make the cuts with no such bleeding. There is a slight inconsistency there, but perhaps that's escaped your notice.

Basically, the thing I would like to be sure I understand here is that when I was challenged to account for \$271 million, your interest was in having me account for it entirely on the revenue side. I take it that if we come up with savings on the expenditure side, you simply say those shouldn't be applied towards the reduction of an OHIP premium increase because you have a lot of other problems facing you in your budget and you might need those savings for those other problems. You said a moment ago that I was correct. Are you now changing your mind on that?

Hon. Mr. McKeough: No, they're your alternatives. You can come up with them on the expenditure side or the revenue side, that's your business.

Mr. S. Smith: Well, that's what we've done, but I take it you don't intend to accept any of the alternatives on the expenditure side because you want to keep your savings for other possible budgetary problems you may have.

Hon. Mr. McKeough: Well, if it makes you happier, I would also say that if my revenue estimates prove to be low—and there have been years when our revenue estimates have been low—

Mr. S. Smith: Indeed.

Hon. Mr. McKeough:—then I would want to first of all apply those revenues against any cost overruns; I would secondly want to apply them against any unforeseen items. We would thirdly want to apply them against the \$144 million which we have taken as a cut in revenue with respect to the retail sales tax plus a yet undetermined amount on matching other federal provisions in the federal budget. So whether savings develop on the expenditure side or whether increases develop on the revenue side, there are lots of places for it.

Mr. S. Smith: You're now saying you have higher priorities than the offsetting of the OHIP increase, both on the revenue side and the expenditure side. In other words, if we come up with an alternative of \$271 million,

you have a much higher priority for the whole \$271 million than offsetting the OHIP increase. That's what you're now saying.

Hon. Mr. McKeough: What I'm saying is that I think we should look at the \$14½ million realistically and recognize that you can't just wave magic wands and ignore the realities of the expenditure process and the expenditures which are facing us this year and in subsequent years.

Mr. S. Smith: It's a very serious matter. You've been challenging me all month to present alternatives—

Hon. Mr. McKeough: No, for two or three months.

Mr. S. Smith: —the implication being that you might consider rescinding the 37.5 per cent.

Hon. Mr. McKeough: If I recall, I challenged you because you said health costs were out of control. Have you changed your mind on that? Do you think those costs are in control? Do you recall making that statement?

Mr. S. Smith: You're using health as the whipping boy.

Mr. Chairman: Order.

Hon. Mr. McKeough: That was your statement—that health costs are out of control.

Mr. McClellan: Order, Mr. Chairman.

Hon. Mr. McKeough: Are you withdrawing that statement?

Mr. McClellan: Keep the witness in order, Mr. Chairman.

Mr. Chairman: Order. Mr. Smith has the floor.

An hon. member: The witness is bluffing.

Mr. McClellan: We want a Treasurer, not a spoilt brat.

Mr. S. Smith: I take it that when the Treasurer was challenging people throughout the province to present alternatives what he really had in mind was that we might come up with another way of finding \$271 million in his budget; we might create revenues, we might shift revenues, we might save on expenditures. But, in any event, he has never had the slightest intention, according to this, of rescinding in any portion the 37.5 per cent OHIP increase because he has other priorities for that \$271 million, even if it's shown that it can be found on both the expenditure and the revenue side. Is he now saying that even if one finds that \$271 million that he's been challenging us to find, that he has other priorities for it, and the OHIP increase is going to stay anyhow? Is that what he's saying?

Hon. Mr. McKeough: Mr. Chairman, I think that what I've said at some length I've said, and the member can put it in whatever words he wants.

Mr. S. Smith: Do you deny what I've said?

Hon. Mr. McKeough: I think what you're saying is awfully convoluted, if you want my frank opinion.

Mr. S. Smith: To be absolutely clear, so that even the Treasurer can understand that there are no convolutions in it and to understand it, the question is: If \$271 million can legitimately be found as an alternative to the OHIP increase, will you use it as an alternative to the OHIP increase, or do you have so many other priorities for that money that the OHIP increase stays as is? That's not convoluted.

Hon. Mr. McKeough: Mr. Chairman, those aren't necessarily my decisions and they would be taken at the appropriate point in time.

Mr. S. Smith: I'll move on now then, having that answer. The second thing the Treasurer considered was the possibility of increasing the deficit. He rejected that possibility and I think he knows I agree with him on that. The third possibility he considered was the matter of using revenues, and apart from the rather general statement he's just made on that subject, during his statement to this committee we did say he and the government maybe disagreed on the matter of lottery revenue but that he saw no overwhelming consensus and so therefore he wasn't going to go forward with that. It would be of interest to know if the Treasurer always looks for overwhelming consensus before going forward with pieces of legislation. He certainly knows he has the support of this party if he goes forward. It's his own party he needs to convince, and I detected that from his statement.

Hon. Mr. McKeough: Let's correct that. What I said was—and I'll put it more succinctly: I doubt that there's anywhere a treasurer or a minister of finance or his staff who would agree with earmarking of funds. Essentially, in Wintario you have earmarked funds. Nevertheless, the decision was made that those funds would go for certain purposes and I haven't detected, as I say, by way of private bill or resolution, that those moneys should go in other directions. If I had my druthers, there'd obviously be no earmarked funds and they'd all come into the consolidated revenue fund. But I don't always get my way; that's no secret and there's nothing new about that.

Mr. Lewis: A painful admission.
[3:15]

Mr. S. Smith: We can take a moment out to commiserate with the Treasurer if you like. I'm delighted I'll have his support if I bring in a private bill to use lottery funds for this purpose.

Let's move on to the other point he suggested. Ontario, he suggests, leads Canada in many ways, including the setting of corporate tax rates. By some mysterious means, all other jurisdictions apparently wait for our Treasurer to set his corporate tax rate and allegedly follow suit. Surprisingly, they don't seem to follow his otherwise excellent lead, I'm sure, when it comes to setting OHIP premium rates. It's one of these peculiarities of Canada nowadays that our confederation follows Ontario when it sets corporate rates but not OHIP rates. Perhaps that's related to this other peculiarity by which provinces that receive equalization revenue have some aversion to OHIP premiums by some magical connection.

If I may just seriously point out to the Treasurer, does he deny that the total impact on corporations, the total burden to be borne by corporations, admittedly perhaps different corporations in each instance, but the total burden borne by corporations by the OHIP premium increase in his budget is, according to his own statement, \$122 million and that the total burden that will be borne by a combination of a half point increase in corporation tax and a six per cent OHIP increase, would be \$61 million, precisely half the burden on corporations?

Surely in his concern for protecting corporations from a tax burden, a concern which I happen to share with him, he would recognize that a six per cent OHIP increase and a half-point increase in corporation tax amounts to half the total burden, albeit distributed differently, but half the burden that his increase would mean to corporations. Does he agree with that?

Hon. Mr. McKeough: No, I don't Mr. Chairman, because you're really mixing apples and oranges. If you want to compare four points of corporation tax with—

Mr. S. Smith: Half a point of corporation tax.

Hon. Mr. McKeough: Obviously. Even the Leader of the Opposition could figure out that there's a difference between half a point and going the full route to get the \$271 million.

Mr. S. Smith: Of course. Who suggested that?

Hon. Mr. McKeough: That's apples and oranges. What you're asking me is, is half a point more of a burden on corporations?

Mr. S. Smith: No, no. I'm sorry if that wasn't clear. What I'm saying is the burden that you're putting on with your 37.5 per cent OHIP increase in your budget is listed as \$122 million borne by the corporate sector. Okay, have you got that?

In the corporation tax, if you increase corporation tax a half a point that would bring in \$41 million and if you increase OHIP premiums six per cent, the part of that burden that would be borne by corporations comes to \$20 million. That means the total burden on corporations, by a package of a six per cent OHIP increase and a half a point on corporate tax, is \$61 million; namely half the burden that they bear by paying the 37.5 per cent OHIP premium which, as you say, is borne in part by corporations.

Hon. Mr. McKeough: Of course, if you put the whole \$271 million on liquor and tobacco and put nothing on OHIP and nothing on corporation taxes then the burden on the corporations would be even less than you're suggesting.

Mr. S. Smith: Yes, that's quite right.

Hon. Mr. McKeough: That's apples, oranges and pears then.

Mr. Sweeney: He didn't answer the question.

Mr. S. Smith: All right, I guess people will judge for themselves whether the question was answered or not.

Hon. Mr. McKeough: The answer to the question is obvious. It's the way the question is posed which is completely misleading. Obviously, a half a point and an increase in OHIP premiums is less than the increase in OHIP premiums proposed and it's also less than four points of corporation tax.

Mr. S. Smith: Fair enough.

Hon. Mr. McKeough: I can figure that out, and I gather the Leader of the Opposition has now come around to that point of view as well.

Mr. S. Smith: Basically, in terms of specific questions, I think I've asked the specific questions that I intended to. I want to be clear on one thing, however. I think this is terribly important. The Treasurer has brought in a very minor provision today, a provision which is undoubtedly welcome but very minor, amounting to some \$15 million. I gather it's going perhaps to help an additional few subscribers in Ontario.

Hon. Mr. McKeough: One hundred thousand people.

Mr. S. Smith: We'll have to see the figures. The fact is, I want to know, and this is the point, Mr. Chairman, which I think is the most serious one indeed, is this the sum total of any response we can expect from the government regarding this matter of the OHIP premium increase? Regarding the alternatives which we have put forward for the government's consideration, is this it?

Can we simply say that there will be no more movement by the government and that this is the sum total this government is capable of doing in yielding to the opinion of the opposition in this regard regarding this major budgetary matter of the Treasurer? Can we consider that the government is prepared to continue serious consideration of the views of this committee, the views of members of this committee, the evidence presented and the alternatives presented? Or must we assume and can we assume that what you have come up with today, this minor assistance at the notch, is all you are prepared to do?

Hon. Mr. McKeough: Mr. Chairman, assistance to a further 100,000 people, assistance meaning that people in the \$10,000 and \$11,000 gross income range receive some assistance, assistance affecting, as I say, 100,000 people and costing another \$15 million, frankly I don't regard as minor. Having said that, we have undertaken—I have said this in the House and I will be glad to repeat it again—to continue to look at the matter of tax credits and their applicability in this area. I would further point out what I have already said, and I'll repeat it again, that having waited for two or three months, or at least since March 10 or 11, for the alternatives which the leader produced yesterday, I am not prepared to comment on them one way or another today.

Mr. S. Smith: Then I take it we need not assume that your response today is the sum total of the government's possible willingness to move on this issue?

Hon. Mr. McKeough: Mr. Chairman, I think I can assure you that I and my colleagues want to look at the proposals which were put forward at a press conference yesterday, and which, as I understand it, have not yet been considered by this committee. Certainly we will want to look at anything the committee brings forward as a report very carefully. When we find enough copies of the press release then I know that we will want to take a very close look at what the leader did at the press conference yesterday.

Mr. S. Smith: Is the Treasurer prepared to consider the alternatives which I put forward yesterday and to answer in the House his view of those alternatives, whether or not this committee as a majority vote decides to endorse those particular alternatives?

Hon. Mr. McKeough: In the House? Surely I should go to a press conference to do that, shouldn't I?

Mr. S. Smith: You may, if you wish, respond at a press conference.

Hon. Mr. McKeough: I just wanted to be clear on what procedure we are following. There is a committee sitting on this, and there is a House in session and then there is a third alternative, which some people have chosen, of having a press conference.

Mr. S. Smith: The Treasurer may not be aware that I came to the committee, tabled my responses here first—

Hon. Mr. McKeough: And then left.

Mr. S. Smith: —then went to the press conference and then made myself available for discussion. You were not here, you may not have known that.

Hon. Mr. McKeough: There has been little discussion of your alternatives.

Mr. S. Smith: We will have some as soon as we are finished with your enlightenment of this committee.

Hon. Mr. McKeough: Certainly I can assure the leader that the proposals which he put forward will be seriously considered.

Mr. S. Smith: Thank you.

Mr. Cassidy: Mr. Chairman, I start to speak with some hesitation after the rather sharp tone that the Treasurer and the Leader of the Opposition were adopting towards each other, because in our terms the issue remains the question of whether or not these health premium increases will or will not be rolled back.

I want to talk for a minute about the proposals that the Treasurer has brought before us. I gather this is what the leaks that were coming in the press in the last couple of days referred to, and I have to say that, given the nature of the Treasurer and his past record in being fairly determined in positions that he has adopted—I learn with interest that he has had to change positions at times in the past—but any move by the Treasurer is significant. We understand that, and that is partly because of the Treasurer's reputation in the past.

The proposals that are here—I am not sure if, beyond that, I want to give an adjective to them—will clearly be of some benefit to people earning \$1,000 or so more than the

limits for an option which existed before. The cost, \$15 million, is perhaps a measure of the total degree of change which the government is proposing through the Treasurer today. We will look with interest to see whether this is just a first move or whether this is it from the Treasurer.

I do note that, while you have moved, the situation remains that in the province single people earning just beyond the minimum wage which will prevail in the province as of August 1 will be required to pay the full premiums, and married people earning about \$10,000 a year for a two-person family or \$10,800 a year for a family with two kids will be required to pay the full rate of premiums; that is, \$528 or \$10 a week. If I can put it in terms that are perhaps easier to understand than the figures here, by my reckoning a person who is earning \$200 a week and has a wife and a couple of kids to support will be required to pay the full premiums of \$10 a week even after the revised notching which the Treasurer has brought forward.

I think what that raises in our minds is the question of the objectionable and regressive nature of raising tax revenues through the premiums. I am disappointed at the fact that the Treasurer has not really addressed directly the issue of regressivity over the course of his rather lengthy comments today. He has obviously talked about it in relation to people just over the notch level by means of the proposal that he brings, but we still have a situation proposed by the government in which a revenue-raising device—and it is becoming increasingly clear that that is the only way in which the government views the health premiums—a revenue-raising device will take as much from a family earning around \$10,000 a year as it does from the same family earning \$20,000 or \$30,000 or \$40,000 a year or beyond.

We still think the premium increase is the wrong way to raise revenues and we believe that is the issue which should be both before this committee and also before the Legislature. I think the Treasurer himself will agree it is because of the way in which the New Democratic Party seized on the OHIP issue and began to fight for a rollback from the time the budget came in on March 7 that we are here today and that there is any movement at all proposed by the government, if only in the notch proposal.

Our position has been clear from the outset and I think the Treasurer will also agree that the various votes and parliamentary devices that we have had to use have had to be resorted to because of the fact

that the government chose to move by order in council rather than bringing this particular premium increase or tax increase before the Legislature in the normal way.

While we understand that that was your right under the delegation of legislation from several years back we felt and feel that that was wrong morally and that the government should have heeded the minority situation in order to have brought that before the Legislature and have avoided this need, because of the lack of alternatives, to see the matter going before the Legislature through no-confidence motions which carry the risk of an election.

The Treasurer has been consulting with his cabinet and we don't know for sure what was said in the cabinet this morning. I do note, however, with some concern that over the course of the five days that this committee has been meeting the Minister of Health has been saying with great regularity, "This isn't a matter for me; this is a matter for the Treasurer." He has been trying to pass responsibility to the Treasurer since this is essentially a revenue-raising device.

I now note that in response to questions from the Leader of the Opposition the Treasurer seems to be doing the same thing and saying, "It is not my responsibility. It belongs to someone else." I am not sure if he means the Health minister or, probably, the cabinet as a whole. We do feel, and there is strong evidence, that in the minority situation in the first place the Treasurer and the government do not have the wholehearted support, if I can put it mildly, of the New Democratic Party nor of the other opposition party in these health premium increases.

The Minister of Health has seemed to be trying to pass responsibility to you, Mr. Treasurer, for using this as a tax-raising device. What we hear from Conservative backbenchers suggests that the premium increase is not greeted with warmth by them either. What we may, therefore, face with the various votes and so on that are taking place at this time is a situation where the Treasurer is standing almost alone in his determination that this is the way to raise revenues as opposed to other means which were at his disposal.

[3:30]

I'll come to the cataloguing of various means of raising revenues which the Treasurer went through, but I do want to suggest that over the course of the next few days the pressures should clearly remain on the government as well as on the Treasurer in par-

ticular to come up with a better alternative than what we have now, whether we are talking about the original 37.5 per cent premium increase or whether we are talking about that premium increase with the alleviation of the added notching provisions brought before us now.

I want to remind the Treasurer—I guess I don't need to remind him too much, but I do want to say it publicly—that most authorities who have looked at this matter seem to feel, with us, that premiums are a regressive and inequitable means of raising tax. The Toronto Star and the Globe and Mail, even Norman Webster, seem to be saying that, as are the National Council on Welfare, the Ontario Economic Council, which has been raising questions about that, and the Canadian Council on Social Development.

Since their report just came in a day or so ago and is the most up-to-date compilation of opinions on the subject, I would like to quote a bit from there. They say the use of premiums to finance such a basic service as health care is highly undesirable. They say the current increase on top of the 45 per cent increase two years ago only serves to point out even more dramatically this method's objectionable features, and then, in prose which is almost worthy of a New Democrat spokesman, they say the use of premiums is regressive—

Hon. Mr. McKeough: Not surprising.

Mr. Cassidy: —inequitable, needlessly expensive to administer, demeaning, ineffective as a deterrent to abuses and liable to the charge of being taxation without representation. However, for the government in power, they add: It does provide a very quick and administratively easy way to raise revenues and taxes under the guise of premiums." Then they quote the health planning task force of the province which suggested the premium system may have outlived its original purpose of keeping the public aware of health care costs. They add that they think the inadequacies and the injustices of the present arrangement are sufficient to outweigh even the political expediency of instant money.

Some of these phrases from the Canadian Council on Social Development are quite strong. I would agree with you if you had said that, Mr. Treasurer. It's worth noting that this is a body with substantial corporate representation on its board. It's a body which yielded for better or worse Mr. Reuben Baetz, now a minister and a colleague of the Treasurer in the government. It is a body, in other words, which is not open to any

charges of partisanship or of taking any particular political line.

I don't need to go into the quotation in great detail. The Economic Council in 1976 called the premium system more like a head tax. The National Council on Welfare called it regressive and ill-conceived and pointed out that the eligibility limits for the notching are not even equal to the poverty line in medium-sized cities and then, of course, the Ministry of Health itself, when we learned what it really had to say, said that increasing of OHIP premiums did nothing to rectify the basic underlying inequities and imbalances.

They said the premium system is regressive in comparison with income taxation. The Ministry of Health people, their senior people, said they no longer regarded the premium system as either equitable or as effective within the framework being developed for long-term strategies and cost containment and health system reform. They said the ministry would continue to advocate alternative funding mechanisms such as personal income or payroll tax systems. The ministry's attempt to advocate alternatives seemed to change after the budget—

Hon. Mr. McKeough: Just so the record is clear, I am sure the member would want to say "some officials in the Ministry of Health." I don't think they or, to my knowledge, the minister have in any way indicated that was the position of the Ministry of Health, which is the inference which the leader of the third party is trying to leave, and I think the record should be clear on that.

Mr. McClellan: Before or after the budget, of course.

Mr. Cassidy: I would agree with the minister that it is the largest number of senior officials within the Ministry of Health, since the document that we had before us came from the strategic planning and review committee and I believe, if I recall correctly, had also gone through their senior management board which are the most senior officials in that particular ministry. We acknowledge it is the function of the government—that is, the political masters of government—to make the policy and that civil servants can propose but ultimately it's the cabinet or the Treasurer that disposes. Nevertheless, the expert advice which came from the people who are most familiar with the problem was that the health premium system was regressive and was inequitable.

That brings us to the arguments brought forward by the minister in terms of looking at the options that were available to him in terms of alternative sources of revenue.

As I said before, the minister has said this is basically a tax-raising device, and then he's given us a very long and detailed explanation of why he didn't think any other sources of revenue would be suitable. The member for Carleton East (Ms. Gigantes) has given me one or two things I meant to mention. The documents in relation to payroll tax, which we have obviously not had the time to digest fully, are interesting because of this.

The minister has said the government had grave reservations about a payroll tax and has cited the information here which says that basically the payroll tax is regressive. While the payroll tax is regressive and we have doubts about it, I want to point out to you, Mr. Minister, that all of the shortcomings of the payroll tax surely exist in spades when you have a flat rate tax such as the health premiums which are applied at exactly the same rate regardless of income. The payroll tax at least moves in some proportion to income. It seems to me the most serious problems with the payroll tax are dealing with people who may not, in fact, be employees and therefore you have to take special measures to bring them into the system.

If you also say, as you said, Mr. Minister, that most people see deterrent fees as a revenue device but not as a means of controlling health costs, once again that casts doubt on the argument which has repeatedly been made by you and by other people in the ministry on the question of a visible link. If deterrent fees, which are paid at the time people receive services, are not seen as a means of controlling health costs, how can a visible link be claimed when you're talking about a premium which is paid by various means at the end of the month, at the end of the quarter, or in certain cases as an item on the payroll deduction slip which people receive with their monthly or weekly pay cheques.

When it came to the question of the various forms of revenue, I think some of the material filed before us was possibly less helpful than it could have been. In the first place, although a number of suggestions had been made—our party had made some suggestions—in terms of the possibility of a balanced mix of revenue sources in the progressive area, the Treasurer has chosen to take each individual source of revenue and press it to the hilt and say that when you press it to the hilt that simply isn't acceptable. He did that with the corporation tax by saying they would have to have four points. He did it with the personal income tax as well.

It's interesting that the table he has here in terms of the effective increase in the personal income tax to pay all of the costs of the health premium increase surreptitiously includes half again of the income where both spouses are working. In other words, a \$20,000 family is, in fact, a \$30,000 family. When you look at those figures carefully, it indicates that the crossover point, if every penny of the health premium increases is to be taken from personal income tax, is somewhere around \$23,000 a year in the case of a family with one income earner and \$25,000 or \$26,000 in the case of a family with more than one income earner.

In other words, everybody earning less than \$24,000 a year would be dealt with more equitably and more fairly, if the route chosen were to be personal income tax than under the premiums we now have. Where there were two income earners, everybody earning a combined income of less than about \$26,000 would be dealt with more equitably than under the situation the Treasurer is actually proposing.

As for the other taxes that are involved here, I just wanted to say a word about the corporation income tax, because I am a bit concerned about the effect of the health premiums as they're being imposed right now on firms that happen to be labour intensive or happen to be somewhat marginal in today's competitive economy and which, therefore, can be brought that much closer to having to fold because of having to pay their share of the health premiums.

The Treasurer is saying the more successful the firm the higher the tax increase if some money were to be brought out of the corporation income tax rather than from health premiums. On the other hand, the scheme he is putting forward and from which he's basically not retreated during the course of today's presentation, will have a particular impact on jobs because of the threat it poses to firms that may already be crowded by low wage competition from other countries and may already be in difficulties or may, in fact, be more labour intensive and, therefore, face higher costs from a relatively high payroll tax.

I want to express concern over some of the comments that the Treasurer made when he talked about where he would spend money if he had the money to spend.

Hon. Mr. McKeough: I thought you would.

Mr. Cassidy: Perhaps you were trying to encourage me to. I don't want to pursue this at length, but I do want to point out that in a very long list of possibilities the Treasurer referred to, they all related to in-

creased tax concessions for the corporate sector, while the Treasurer seemed to have no regard at all for what is happening in terms of increases in income tax or in premium tax on personal taxpayers. We have been concerned, as the Treasurer knows, at the fact that with this premium increase the total amount of premium tax income in the province will, in fact, exceed the total value of corporation tax revenues in the province.

We're also concerned at the trends that the Treasurer is talking about when he says that there are more areas of machinery on which he wishes to eliminate the sales tax, when he says that he has got concerns about the capital tax, when he says he has concerns about the corporation tax structure with the suggestion that he may wish to go further in that direction, when he acknowledges that Ontario is a tax leader in the corporate tax field but that Ontario, in its wisdom, is not prepared to take that move under any circumstances even though he understands that on a competitive basis other provinces would prefer to join Ontario than to try to undercut new tax rates which we imposed.

We are concerned that, on the other hand, the trend the Treasurer is bringing forward is to raise taxes on individuals by means of the premium. I guess we're also concerned with a couple of comments the Treasurer has made, which really are very puzzling. One of those comments is when he says that although it's okay to raise premiums by 37.5 per cent only two years after a 45 per cent increase, he sees grave difficulties in raising or taking any steps in the area of personal income tax.

Nobody likes increases in income tax. I quite understand that, but my colleagues and I are thinking back to the last time that personal income taxes were raised in Ontario and, without advocating that that be a route that we rush into, it is significant that premiums are being raised by heavy amounts twice in a row whereas personal income tax has not been touched in an upward direction for as long as anybody can remember.

Of course, the overall impact of raising part of the cost of health premiums through the personal income tax, we're talking about something like two or two and a half per cent of the overall combined federal and provincial income tax. I just have to suggest it doesn't sound that great when you look at it.

I want to conclude by asking the Treasurer if he would like to elaborate on one area where there may, in fact, be some more positive movement from the government. I would

hope that if that positive movement were to come, it would come very soon. The Treasurer has talked about the question of the tax credit system being used as a means of introducing less regressivity, or more progressivity, into the premium tax structure. It's a route with which we are not entirely content.

[3:45]

At the same time, to be quite frank, I would assume the Treasurer feels a certain need to save face in these matters if he is thinking of trying to make a move and respect what is happening in the minority government situation. In other words, I would like the Treasurer to say just how far the government has gone in looking at the tax credit approach as a means of ensuring that people on \$10,000 a year are not paying the same amount in premiums as people earning \$20,000, \$30,000 or \$50,000 a year. As I said at the outset, it is significant that the Treasurer is moving at all. If he is looking for alternatives, perhaps there might be some scope for a further move in that particular direction.

I have some other questions which I would like to put to the Treasurer. In the first place, he seems to have said there is no magic in the 33 per cent; it's just a matter that was a figure to seize upon from the Taylor report, just as 28 per cent seemed to be appropriate to him two years ago; and maybe 37 and 39 per cent will be appropriate to him—if he's there—in bringing down another budget in a couple of years.

Secondly, we want to know whether the Treasurer does in fact have any evidence for the visible-link health argument which he made in his budget and which he seems to be repeating at this time. I mentioned our desire to have more information on the investigation into the question of tax credits. We would like to know whether there are any studies of the impact on the economy and on individual Ontario taxpayers of the premium increases compared to alternative tax measures. I am thinking particularly of the economic impact. And I am asking that in part because of a very curious statement that the Treasurer threw into his speech he gave in High Park the other day. He said that "meeting all new health costs by raising income taxes would remove far more purchasing power from the economy than the course we have chosen."

That's a very puzzling statement to us and we would appreciate some comment by the Treasurer as to exactly what that means.

I want to conclude by talking for a bit about the nature of minority government. I would say the evidence of this afternoon

is that the Treasurer and perhaps the government as a whole are still having great difficulty in understanding what happened in Ontario, both in the 1975 election and in 1977. The setback that the Conservatives suffered in 1975 might have been treated as an aberration had it not been confirmed in 1977 when another minority government was elected.

Within the context of minority government, it is a responsible practice it seems to us for the opposition parties to understand that we are not yet the government; but for the government to understand that it is not a majority and that it must act with respect to the minority situation that exists. Up until now it has not been our impression that the government has really understood that this is the situation. Therefore, we have come to loggerheads, we have come into a confrontation on this question of the premium increases, and have had great difficulty in finding mechanisms within the minority situation where the majority opinion of the Legislature could, in fact, be expressed.

I would like the Treasurer to respond to this question: Suppose that the House, within the next week or so, picks up on the report of this committee, the interim report that we adopted last Monday and which was introduced in the Legislature on Tuesday, but on which the debate was adjourned. As you will recall, Mr. Treasurer, that particular report said, very briefly, that on the basis of the material tabled at the meeting of April 10, 1978, your committee recommended an immediate revocation of the 37.5 per cent OHIP premium increase. I think the government is also aware that the report was adopted by a majority of the members of this committee with all, or almost all, committee members present. There were no abstentions or anything like that.

Mr. Breaugh moved the adoption of that report in the House; the debate was adjourned. It is an opportunity—if it can be brought back before the House—for us to have a debate on the premium increases and for the House to express its opinion without the automatic consequences that flow from a debate on a no-confidence notion. I would like the Treasurer to indicate the response of the government if, in fact, that opinion of the Legislature is clearly expressed.

I want to conclude this by saying—and I think the Treasurer knows this—that we are as serious today about the question of the OHIP premium increases needing to be rolled back as we were when the budget came down on March 7; as we were on March 14 when I moved, on behalf of my party, a no-

confidence motion condemning the premium increases as being inequitable and regressive; as we were on March 28, I believe it was, when the New Democratic Party alone voted to support that no-confidence motion and the Liberals stood with the government in opposing it; and as we have been through all the efforts that we have made to bring the message home to the government, to you, Mr. Treasurer, and to the people of Ontario—and that is that premiums are an unacceptable way of raising revenue. They should not be used as a tax device.

We would like, in the long-run, to see the elimination of premiums. For now, we are talking about a rollback of the 37.5 per cent increase and that remains our position; it remains the goal and we are prepared to use every device we can legitimately use in order to achieve that particular goal.

Mr. Chairman: I should remind the committee that, hopefully, we'll have at least an hour to discuss the matter of a report, and so I would hope the members' comments and questions could be curtailed with that in mind.

Mr. Cassidy: Thank you, Mr. Chairman. I put five or six questions to the Treasurer. Perhaps he would like to respond.

Mr. Chairman: I'm sorry; Mr. Treasurer.

Hon. Mr. McKeough: I haven't got six questions, Mr. Chairman, so perhaps the member can remind me.

First of all, I suppose I must comment on the gratuitous remarks made by the leader of the third party with respect to the role of the government in a minority party. I suppose, if you want to go on that track, we could discuss for some time the role of a third party of the Legislature as opposed to the role of the official opposition, which the member seems to have some difficulty accustoming himself to.

Mr. Breaugh: You can't even say "accustoming" properly.

Hon. Mr. McKeough: You haven't swallowed it yet, either. Posturing won't get you out of it, either. What the member had to say was nothing but posturing.

Mr. McClellan: Talk about posturing. Talk about arrogance.

Hon. Mr. McKeough: The member insists on using \$10,000 as a cutoff. The tables which you have in front of you would indicate it is something higher than that—\$11,000 and something.

Mr. Cassidy: Ten thousand, eight hundred dollars for a family of four.

Hon. Mr. McKeough: It's \$11,128.

Mr. McClellan: That's stupendously generous.

Mr. Cassidy: You fellows have got the computer.

Hon. Mr. McKeough: You have the figures in front of you and the paper we distributed.

Mr. McClellan: Stupendously generous.

Hon. Mr. McKeough: I don't think the other questions were as much questions as comments. If there's a specific one I'd be glad to try to answer it.

Mr. Cassidy: In the first place, does the Treasurer have evidence for the visible link to health costs?

Hon. Mr. McKeough: I've already answered that question, Mr. Chairman. I suppose we may have had premiums at a higher level than other parts of Canada for the last few years but one evidence of visibility is that we have brought our health costs more under control than other provinces. I wouldn't say that was the only reason. I think the determination of successive Ministers of Health is probably a larger reason. But, obviously, no premiums at all is certainly less of a link than some premium or a premium such as has been proposed. There is no evidence per se. I think I've seen in Gallup or elsewhere that people are prepared to pay for a higher level of health care rather than having the level reduced.

Mr. Cassidy: Perhaps I can put it another way. Has the Treasurer got some evidence that people who have the subsidy in Ontario and don't pay health premiums utilize health services more because there is not a visible link and because they're not having to pay for them?

Hon. Mr. McKeough: You'll have to ask the Minister of Health that, I think, but I don't think that's information that we would have.

Ms. Gigantes: Yes, the evidence exists.

Hon. Mr. McKeough: Certainly it's not information that I have.

Mr. Cassidy: The second question I asked was what study does the Treasurer have of the impact on the economy of the premium increase as compared to alternative tax measures?

Hon. Mr. McKeough: On the individual?

Mr. Cassidy: No, the impact on the economy. I think we've talked at some length about the impact on individuals.

Hon. Mr. McKeough: I think that's the High Park reference. I don't think there is any question that had we started deducting several dollars a week from people's pay

cheques in July as opposed to reminding them next year—that is reminding those who have their premiums paid when they receive their income tax slips next February or March—we would have started moving money out of the economy faster.

Mr. Cassidy: Can you run that past me again?

Hon. Mr. McKeough: Well, if you want to increase personal income taxes as an alternative to the premium increase, then those deductions would have started in July for all those people who have their premiums paid in whole or in part by their employers; and that, I think, would have had an immediate effect. A personal income tax increase would have had an immediate effect on consumer confidence and on take-home pay. The route we have gone means that for a great number of people it will not show up until they receive their T1 general next year. It will mean either less of a refund from their income tax or they will owe something more. One of the objects of the lesson—one of the things we are trying to accomplish today—is to get people to spend a bit more. To have immediately taken it out of their income tax would have been counter-productive to trying to get them to spend a little bit more.

Mr. Cassidy: The third question I asked the minister was what would the government do—and this is talking about the minority situation, which I raised—

Hon. Mr. McKeough: Let me answer that question. It's purely hypothetical, we've not seen the report of the committee and until we see the report of the committee and examine the two alternatives we can't answer that. As I understand your position, you don't like premiums—period; you don't like a premium increase—period. That position has been put forward and it's the position put forward by the Leader of the Opposition and when we have the chance, we will examine both of those positions and certainly the report of the committee and at that point we'll come to a conclusion.

But I am not prepared to hypothecate today what that conclusion may or may not be; except that I would add that the leader of the third party seemed concerned that I was standing alone. Let me just say that I appreciate his solicitude but I would sure as hell a lot sooner stand alone than stand with him; so I'll take my chances there.

Mr. Cassidy: The report I am referring to is not a yet-to-be-published report by this committee; it is a report which was tabled in the Legislature.

Hon. Mr. McKeough: Well, when it's called in the House, then we'll know the answer to that, won't we?

Mr. Cassidy: Well, no, I'll pursue it once more. The Treasurer may recall that in the case of the uranium question—specifically, the hydro committee did not come to a conclusion on the central issue over whether or not the uranium contracts were in the public interest.

Mr. S. Smith: That's not true. We did come to a conclusion on that; we couldn't determine the alternative together, that's what happened. It was a very similar situation.

Mr. Cassidy: A similar situation but the motion, which was equivalent to the motion that was adopted by this committee last Monday, never got put in that form, for reasons that are too complicated to go into. In this particular case, the motion did get adopted by the committee and will be coming before the House. I would hope the government will see to it that they don't simply apply a pocket veto and prevent that interim report from coming back on the order paper. My question is: if that comes back on the order paper and the House has the opportunity to vote on it without those automatic consequences relating to the election, what then, Mr. Treasurer? Are you then prepared to heed the will expressed by the Legislature?

Hon. Mr. McKeough: Mr. Chairman, if the member is asking in a devious way whether the Treasurer's budget is a matter of confidence, let him rest assured that the Treasurer's budget is a matter of confidence.

Mr. Cassidy: The Treasurer is saying in other words that if that report comes forward, the government intends to treat it as a matter of confidence.

Hon. Mr. McKeough: I don't know of any parliamentary democracy where the budget is not a matter of confidence.

Ms. Gigantes: The budget has been changed.

Mr. Cassidy: The budget has been changed twice, in fact, Mr. Chairman. I am not quite clear about the Treasurer's argument, and I don't want to pursue this.

Hon. Mr. McKeough: You have asked the question as to whether I think it's confidence or not and in my view—and I'm not the whole government—I think it's confidence.

[4:00]

Mr. Cassidy: We will watch with interest, Mr. Chairman. I would hope, having said that any change at all from the Treasurer

is significant, this being the second change in the budget in barely more than a month, that we could see something more substantial coming from the government than what we have here. We will review the material that has been tabled by the Treasurer with great interest over the course of the next short while.

Mr. Conway: Mr. Chairman, I very much appreciate the Treasurer's presentation this afternoon, that which relates to a statement of budgetary fact and those other arguments which may relate to his hypothecating, or any other kind of "cating" that might be determined accordingly.

I find it consistent that he has taken a position this afternoon, particularly in the addendum to the remarks, about the future he sees with the priorities he has become increasingly associated with. I personally found it interesting that in all the concerns in the future that he sees as a serious challenge to budgetary policy and planning in Ontario, most of them—maybe this was just the nature of the random selection, but my recollection was that almost all of them had to do with the corporate sector. While I can appreciate that—

Hon. Mr. McKeough: I wouldn't put property tax relief in that category.

Mr. Conway: I didn't suggest that it was a total list, I just said that it seemed a very substantial portion of that list. He comes before us today unrevised and unrepentant as the true Tory that he is. I'm particularly impressed, by virtue of the material he provided to us, that in the alternate means of taxing that he looked at and dispensed with he comes again, just as one example, to a discussion about an increase in the retail sales tax. I have noted for some weeks that he has fantasized about that as an alternative. I don't know where he got the initial encouragement but presumably it is for only him to determine.

It is interesting for me in the context of that particular paper on the choices of tax alternatives, and while I, as someone involved in the health policy field, would be very reluctant to consider any future taxing of the tobacco, and wine, liquor and beer method, since we all know they have absolutely nothing to do with the escalating costs of health in this province and other jurisdictions, that I couldn't find—maybe it's there and I would appreciate the Treasurer's comments at some time in the future—whether or not there is a tax and there is no question that that's what we are talking about when we're talking about the premium,

whether or not he can recall any tax of such a nature which has been doubled, which has been increased 100 per cent, in two years. His reserve about increasing or tinkering with personal income tax and the corporation tax is a well-founded one. His concern about adjusting it from 12 to 15—

Hon. Mr. McKeough: Just to answer that question quickly, the capital tax actually was tripled in about three years and the base was broadened.

Mr. Conway: I appreciate that, that's information I solicited and happily accept; but here we stand today in the budget debate of 1978 and the poor old premium mechanism, the real Edsel that it is, is back in the garage for its third overhaul in two years and three budgets. He has indicated that the paper he presented to justify what he did in 1976 really doesn't amount to anything since those long-run, long-term norms were, as my leader very properly pointed out, only a matter of a year or two.

It seems to me that as we look to the future, and I share the Treasurer's futuristic concerns, I have to think that there probably is no reason to believe him now when he says that the 34.1 per cent ratio of premium revenue to whatever is any kind of policy, because I expect, if recent experience is any guide, that we will probably be back, if he is still Treasurer, in a year or two, having the hike made yet again because the 34.1 per cent increase is simply no longer sufficient.

In the discussions we had with the Minister of Health, since he didn't seem to have a clear idea of what the Taylor report recommendation that he acted upon meant, I am wondering if the Treasurer has seen that particular report and whether he was impressed by the particularly interesting argumentation that they used in the one recommendation where they spoke about 33 per cent premium revenue relating to insured services. That was the conclusion, after most of the argumentation spoke about the need to relate premium revenue to total Ministry of Health budgetary expenditures.

The Minister of Health seemed to leave the impression that his view was that the premium revenue be related to overall ministry expenditures. Of course, as we know, the distinction between those two categories — insured health services and ministry budget—is probably less sharp and clear than it was a few years ago. But it is still there, the difference is several hundreds of millions of dollars, and when you start striking ratios they certainly mean a lot when the base of

difference is several hundreds of millions of dollars. I find no consistent—

Hon. Mr. McKeough: Again, if I can interrupt, the Minister of Health, for understandable reasons, tends to look at his whole budget. We were only looking at insured services, all of which are not necessarily in the Ministry of Health, and all of the health related costs are not all in the Ministry of Health. So that is an argument, I suppose which will never be completely settled. I said in the budget a third of the insured services, and that is a standard which we have used, that comparison of percentage which we have used for a long time.

Going away back there was an argument that psychiatric hospitals were never included in the base. That was a federal definition and it took a long time to change that. There was an argument when I first came into the Legislature as to what the percentage was, but I think what we have used consistently in Treasury, for as long as I can remember, is a percentage of insured costs rather than total health costs, but it is not an argument that is going to be—well you can do it either way.

Mr. Conway: My point is that there is, on the basis of what we have been able to determine since the budget and in this committee, very considerable confusion about what that premium revenue is in a ratio sense to be related to. I think that is a very significant point if these long-run, long-term norms that were issued from time to time are going to mean anything.

Hon. Mr. McKeough: Insured costs, if you want it settled for the time being.

Mr. Conway: You see, as someone who has just recently arrived on the scene I have, because of perhaps earlier academic involvement I have believed in COGP and what it had done to co-ordinating the formulation of Ontario public policy. For your information, I am sure that it may not be of particular significance, but this little six-day experience has devastated my confidence in the meaning of the co-ordination that COGP was to bring to Ontario public policy. It is not only clear that in the days that preceded that—

Hon. Mr. McKeough: Most of the time we do pretty well, but there are a few people in the policy planning branch, or whatever it is called, we obviously didn't get a hold of.

Mr. Conway: Yes, I have to say that, that one would have thought there would have been a shredder working somewhere to remove some of that rather incriminating evidence.

Hon. Mr. McKeough: They kept producing it, but it didn't get very far.

Mr. Conway: The point is that, as we all know, in the days before COGP there was a concern about the right hand of the government not knowing what the left hand was doing. I would identify the right hand with the Treasurer, for obvious reasons, and the left hand with the progressive forces represented, hopefully, by the Minister of Health. In this case it is clear that not only did the right hand not know what the left hand was doing, but quite obviously and quite understandably the right hand didn't care what the left hand was doing—

Hon. Mr. McKeough: That's not correct.

Mr. Conway: —as I determine the evidence as it is placed before this committee. I am sure the Treasurer would disagree.

Hon. Mr. McKeough: You have people in the Ministry of Natural Resources who will argue both ways from time to time. They argue that they shouldn't be in the collection of park entrance fees, for example. On the other hand, you have people over there, bless their hearts, who are arguing very much for the imposition of a fish licence fee so they can spend more money in that area. I think within each ministry you have people who—

Mr. Conway: No, I don't want to in any way diminish your significance, it is quite clear, and I want to—

Hon. Mr. McKeough: —disagree and often make very helpful suggestions. Sometimes they are not as helpful as they otherwise might have been.

Mr. S. Smith: Do you make all those decisions too, Darcy?

Mr. Conway: Absolutely, there can be no question about that. The only point that I would make in this is I found it particularly sad and tragic that the poor Ministry of Health was left, some time in early April, in an effort to revise the various drafts of this poor old document, to crawling to the Globe and Mail on March 16 to find the dear Treasurer's letter of explanation to Tom Claridge and others, which seemed to nettle him far more than anything that was going on in the Legislature, interestingly enough. Today he comes before us concerned, really, only with what that editorial comment in the Globe was all about. I simply point out that the Ministry of Treasury, Economics and Intergovernmental Affairs really didn't care and took no interest in what seemed to be going on—

Hon. Mr. McKeough: No, that's not correct.

Mr. Conway: —in the social policy field. The evidence of this committee hearing—

Hon. Mr. McKeough: That's not correct.

Mr. Conway: —I think would indicate there is considerable support for that opinion.

Hon. Mr. McKeough: That is not correct.

Mr. Conway: I will admit to being something less of a mathematician—not being a plumber or an economist—but I looked at your document today, the one that is titled, Comments Relating to OHIP Premium Structure and Changes Effective May 1, 1978, that significant concession which you have made to the public welfare of the province today, and I refer to the first page at the bottom: "I have therefore proposed that effective May 1, 1978, the subsidy assistance levels be raised to reflect the following assistance," and then you give the figures.

"I estimate that these enriched criteria will cost another \$15 million over and above the budget proposals and will further benefit some 220,000 Ontarians. The addition means that the subsidy enrichments for 1978 assist some 250,000 more Ontarians with their premiums at a saving to them of some \$30 million. Overall, I estimate that almost two million people are now eligible for assistance in 1978." In other words, you're telling me that as a result of these changes today the totals for premium assistance now will be somewhere just under two million.

Hon. Mr. McKeough: Just over, I think. Will it?

Mr. B. Jones: Just under two million.

Hon. Mr. McKeough: Just under.

Mr. Conway: My problems are with the budget—

Hon. Mr. McKeough: It was \$1.88 million before.

Mr. Conway: How do you, when you take a base of \$1.88 million and add to that the fact that today's proposals will further benefit some 250,000, it seems to me when you add that—maybe the addition is not straight.

Mr. Allan: Some people who were getting help before get more help and 100,000 people who weren't getting help before get past the notch. It's 100,000 new people, but another 120,000 people do better than they would have done without the change.

Mr. Conway: There seems to be considerable confusion, rightly or wrongly, on the estimate of some 100,000 net.

Hon. Mr. McKeough: Would you like the table showing that?

Mr. Conway: I would appreciate it if it's possible. I want to conclude my comments by thanking the Treasurer for his heroic, Herculean and Draconian appearance—

Hon. Mr. McKeough: Can I put in one word of caution? These are our best estimates from income tax figures as to what should happen. Yet what has happened at the half subsidy has never come up to the expectation. I throw in that word of caution, that a year from now I don't know that we'll know—

Mr. Conway: When were they worked out, Mr. Treasurer?

Hon. Mr. McKeough: We think there should really be more than 60,000 people claiming half subsidy now. Obviously, some of these people are people who are working where their employer is paying the full subsidy or partial subsidy. Even though their taxable income is such that they're eligible for half premium, or now three quarters, a quarter or even zero, the employer doesn't get around to telling them that and perhaps when it turns up on their income tax as a taxable benefit they can still do something about it at that point. Can't they? Can they claim at that point? I honestly don't know.

Mr. Conway: I can appreciate the problems in these areas. One of them is making an assessment on the basis of the OHIP data base, which all the evidence this week renders just ridiculous and laughable. Five years ago a ministry study gave it as a first priority that something be done to systematize the disastrous data base for OHIP and obviously nothing is being done. I can appreciate that.

[4:15]

I can appreciate the problems with working with estimates and the rest. Those of us who have spent some days recently working up proposals on the basis of estimates can well understand the treacherous waters in which one ploughs when you do that. We don't dispute for a moment the problems of estimating revenues. I find it interesting that the lotteries are often dismissed as being far too fleeting and far too imprecise a revenue base. I wouldn't dispute that, although my passing knowledge is that revenue from lotteries seems to be far more consistent than other more traditional sources where you've indicated there have been significant revenue shortfalls, in personal income tax and the rest.

I want to conclude my remarks by moving the following: I move, seconded by the member for Hamilton South (Mr. S. Smith) that the committee recommend to the Legislature that it adopt the following report—

Mr. Chairman: Would you be good enough to hold that motion until all of the members have had a chance to question the

Treasurer? I will undertake to consider your motion first after that's done. If you put the motion now we have to deal with that and that will interrupt the discussion at this point. Would you agree to that?

Mr. Conway: Mr. Chairman, is there any particular reason why we can't introduce the motion and return to it with some consent later? Since we are well into the third hour, and I don't want to in any way preclude other members from the debate, I don't think it's outside the rules to simply put the motion and with some leave of the committee return to it at an appropriate time.

Mr. Chairman: It would be easier for the Chair, Mr. Conway, if it were held until the Treasurer's discussion is dealt with, but if you insist, if the committee wishes that you put the motion and then defer the motion—

Mr. McClellan: On a point of order, could I ask the Chair if we could just continue the questioning? I don't think we have too much more of the Treasurer and then we'd be happy to have your motion read and discussed for as long as we need to discuss it.

Mr. Conway: It was really out of courtesy to the other members of the committee, Mr. Chairman, since we did prepare a number of copies and I simply wanted to introduce it so that when we did return to it they could speak to it having looked at it. It was out of courtesy to the other members of the committee that I wanted, well into this third hour, to introduce the motion and by leave of committee return to it at a time when the committee felt a desire to do so.

Mr. Breough: If that's the purpose of the exercise, why don't you simply circulate the copies of your motion; we'll proceed with this and when we've finished you can formally move it?

Mr. Chairman: Would you be agreeable, Mr. Conway?

Mr. Conway: Yes, but only if it can be introduced at this point, because I think it would be rather improper to circulate something that's not formally put.

Mr. Breough: Well then, hold it. Stick it in your ear and hold it.

Mr. S. Smith: On a point of order, it's my understanding that a motion is in order at any time. It seems to me the member should be permitted to put his motion and then to put it aside so that the Treasurer's questioning can be continued.

Mr. Chairman: There is no question that the motion is in order at any time. All I was trying to do was accommodate other mem-

bers of the committee. If you don't want to do that then introduce the motion, and if you wish to defer it to allow other members who want to question the Treasurer to do so, fine. But I point out to you that I've given you an undertaking to deal with your motion first off after the committee members have had a chance to deal with the Treasurer.

If you wish to introduce it at this time and then defer it until all members have had a chance to discuss matters they wish to discuss with the Treasurer, that's fine, Mr. Conway. I just want to make sure that all members of the committee have a chance to question the Treasurer, which is only fair and proper.

Mr. Conway moves that the committee recommend to the Legislature that it adopt the following report:

"The committee has examined certain aspects of the annual report of the Ministry of Health, 1976-77, referred to it by the Legislature. The committee recommends that examination of all aspects of the Ontario Health Insurance Plan be continued by this committee or such other committee as the Legislature may decide with a view to recommending major administrative and financial reforms and particularly with a view to recommending a long-term alternative to the premium system.

"The committee recommends that as an interim measure until the end of this fiscal year the 37.5 per cent increase in OHIP premiums effective May 1 be withdrawn.

"The committee recommends that the government give serious consideration to the alternatives to the 37.5 per cent increase proposed by the official opposition and others and present an alternative financing plan to the Legislature on or before April 25, 1978.

Mr. Chairman: Would you move that it be deferred?

Mr. Conway: I so move.

Mr. Chairman: Thank you, Mr. Conway. Would it be agreeable that I defer the reading of it until we're completed with the Treasurer?

Agreed.

Mr. Breagh: Mr. Chairman, my first question to the Treasurer is perhaps a little blunt. You are aware, of course, of this committee's interim report, and you are aware that this committee said that the premium increase should be revoked. You did not in any direct way deal with that in your statement today or in any documents that you tabled with the committee. In fact, by neglect you have rejected that desire expressed by the com-

mittee last week, and which I take it will be expressed again. Would you care to tell us how you reconcile that with your—

Hon. Mr. McKeough: I don't think I can add to what I've said.

Mr. Breagh: In other words, you're not prepared to accept that initial recommendation of this committee?

Hon. Mr. McKeough: I think we have indicated we would like to see alternatives from the committee, and as yet no alternatives have been put forward. I have indicated to you any thoughts on premium increases; and secondly, on the alternative put forward by the Leader of the Opposition, we have not seen the report of the committee and we have not examined those alternatives. So I can't answer your question.

Mr. Breagh: But at this point in time you are rejecting the recommendation of this committee, at least as expressed in this interim report?

Hon. Mr. McKeough: Until such time as we see the alternatives.

Mr. Breagh: I'd like to go through some of the material that was tabled that I think is pertinent and should be noted. You are seemingly moving with glacial speed into some reformation of the premium system, considering the tax credit concept. You have not given us any real undertaking as to when that might happen or how active your studies are.

Hon. Mr. McKeough: That was a question that was asked by your leader; I can't give an undertaking, because it will involve negotiations with Ottawa which may or may not be successful. We would like to roll those negotiations into a package with respect to both property tax credits and anything else we may have in mind at that moment. I can't give a firm undertaking there.

Mr. Breagh: Have the negotiations begun?

Hon. Mr. McKeough: No.

Mr. Breagh: Do you have any idea of when they might begin?

Hon. Mr. McKeough: Probably this summer, I would think. If there is to be a change in the Ontario form, we have to let them know by September or something like that.

Mr. Breagh: It seems to me you're exercising your option, again, that when you want to do something you're prepared to act on a hunch, but when you don't want to do it you study it to death.

Hon. Mr. McKeough: No. In any case, any credit would not take effect until the filing of next year's returns. We are proceeding with that timetable in mind.

Mr. Breagh: You stated on a couple of occasions—I asked your staff, and just for the record can I get it on again?—the upper limit, the only reference you have here to an upper limit is \$11,128. In your statement you handed to us it was not stated in precisely those terms, but that is your upper limit; you quoted it almost as an example.

Hon. Mr. McKeough: The upper limit with two children, yes.

Mr. Breagh: Yes, that's it. In designing the option you have chosen you appear to have attempted to target the largest group possible and soften the impact on it somewhat. Is that the purpose of the exercise, to determine those people who would, in theory, squawk the loudest and move in that direction?

Hon. Mr. McKeough: No.

Mr. Breagh: What was the purpose, then, of exercising that choice of target?

Hon. Mr. McKeough: On the notch?

Mr. Breagh: Yes.

Hon. Mr. McKeough: Simply to smooth it. I mean, you can put in as many notches as you want but it does become administratively difficult, and I would have to be frank with you that it is almost an honour system. I think there is some auditing of it but it is basically an honour system, which is one of the advantages to a credit system, but it is attached to the personal income tax where there is a high degree of reliability. One of the disadvantages, of course, is who gets the credit when the employer has paid the premium? So we have not thought all those problems through.

Mr. Breagh: It does strike me, though, that you took the smallest amount of money conceivable and spread it over the largest number of people possible in the faint hope that it will stick and—

Hon. Mr. McKeough: No, that wasn't my intent.

Mr. Breagh: For example, on this final breakdown that you presented, you still have stuck to the original amount with perhaps one of the largest groups. You moved to group subscribers and there you've got the spread at work. Do you have a breakdown of the number of people who will be hit with each point or are you just at a good guess stage now? In your largest group subscribers you've got a range of increase from 12.4 to 37.5.

Hon. Mr. McKeough: Yes.

Mr. Breagh: Do you know that?

Hon. Mr. McKeough: Take a crack at it.

Mr. B. Jones: It's not easy to get a breakdown within that range.

Mr. Breagh: Okay, if it's not easy to get a breakdown within that range, how did you get to an average then?

Mr. B. Jones: The average is worked out on the basis of the marginal rate and the average amount of coverage, which is 88 per cent. If the average amount of coverage is 88 per cent and the average marginal rate is 33 per cent then you can work out the percentage.

Mr. Breagh: You don't have to do it now, but could you at some point in time provide the members of the committee with tables and breakdowns on how you went through that exercise?

Mr. B. Jones: Yes, in more detail.

Mr. Breagh: I cannot let it pass. I love the little part in here that has a little line above it and a little line below it. It says three interesting things:—zero increase in premiums—permiums, excuse me, that's what it says—1977-78; 14.4 per cent increase in 1978-79. That ain't bad when the official increase is 37.5 we are now talking 14.4; and the best of all is the 7.2 per cent equals a two-year average increase. A couple more days and we will have won a Wintario on this.

You're getting very good at creative accounting. You came down here to the bottom of this page—I suspect we are going to hear these numbers again—the minimum employee's share equals 37.5 increase times the 33 per cent average income tax rate or 12.4 per cent. Would you elaborate on that just a bit for me?

Mr. B. Jones: This is the point right at the very bottom?

Mr. Breagh: The first one. It may simply be a problem that I'm having in reading the handwritten notes on the bottom.

Mr. B. Jones: They're average marginal income tax rates for all taxpayers based on the tax records in the sample we took. It's 32 per cent federal and provincial. This is for all taxpayers. There are many people who file income tax returns who don't pay tax. If you take those which are a larger group, the average is 22 per cent because you have more low income people and it moves the marginal rate down.

Mr. Breagh: When you went to do your notching this time, is there any particular rhyme or reason to why you settled on your upper limits? Where did they come from? How did you get to that rate?

Hon. Mr. McKeough: It simply started with where we were—and obviously we couldn't go backwards—and added taxable income.

Mr. Breagh: But, for example, why did you not go to a higher taxable income?

Hon. Mr. McKeough: Because it would have cost more and would have taken that many more people out.

[4:30]

Mr. Breagh: And what is the basis for limiting the amount that you'll invest in the subsidization fund now at \$15 million? Where did that number come from?

Hon. Mr. McKeough: There's no magic. At some point or another we think that with something like 20 per cent of the population being exempt or on partial subsidy that's still not a bad rate.

Mr. Breagh: Would you be prepared to consider a larger amount of money and a greater spread?

Hon. Mr. McKeough: Not at the moment.

Mr. Breagh: Not at the moment. Maybe tomorrow? Thank you Mr. Chairman, I'll pass.

Mr. Sweeney: I have just one short question.

Mr. Chairman: Mr. Sweeney and then Mr. McClellan.

Mr. Sweeney: The Treasurer has repeated here again today that the premium increase is a visible link. I think what he suggests is that what flows from that is that the people would be more responsive in the use of the service.

Hon. Mr. McKeough: Not necessarily. I would hope that's the case, but what I hope flows from it—and I think does flow from it or perhaps we wouldn't be here—is that there is a greater awareness of the cost of health care.

Mr. Sweeney: I wonder then if you could explain this phenomenon, that following the 1976 increase of 45 per cent, the rate of increase cost, on a per capita basis, went from 6.6 per cent to 12.8—it almost doubled. Let's look at both sides of that.

In the previous year, going from 1975 to 1976 when there was no premium increase, the rate went from 12.4 to 6.6 per cent; almost half. In the subsequent year, from 1977-78 when, again, there was no increase in premiums, the rate goes from 12.8 to 3.5 per cent, almost a quarter.

In other words, there seems to be an inverse correlation. That is, when you increase the premiums the per capita cost, as a rate of increase, doubles. When you don't increase the premiums the per capita cost, as a rate of increase, goes down.

So what is the basis for your argument that it's a visible link and, therefore, has some effect?

Hon. Mr. McKeough: Mr. Chairman, I'd like to look at those figures. I'm not familiar with them.

Mr. Sweeney: These are Ministry of Health figures, by the way.

Hon. Mr. McKeough: By recollection I find that 1974 and 1975 were the years of enormous increases in hospital costs. The nurses were up some 20-odd per cent. I think that probably the unit costs, up to 50 per cent, are somewhat distorted. One would want to look at a longer term trend before one came to the conclusions you have.

Mr. Sweeney: I think, Mr. Treasurer, that these figures which were supplied to us by the Minister of Health would seriously challenge, as do several others—the ministry's other internal documents, for instance—the claim there is a base for a visible link, or at least that there is a base for any positive effect of a visible link.

Concerning the paper you gave us regarding alternative financing, I noticed in the four major areas—namely, personal income tax, sales tax, gasoline tax, and corporation tax—you gave as your alternative a loading of the full \$271 million necessary revenue on each one in turn.

I can see the reasons you would reject any one of those four alternatives in the way in which they are presented, given the impacts you suggest.

On the other hand, however, I don't see anywhere in your alternatives any study done on some kind of mix. It's quite obvious that if you load the full increase on income tax, enough to raise four per cent, the impact is great. The same thing applies to the other three major areas you studied. But if there were some kind of mix, surely the impact would be considerably lessened. Yet there doesn't appear to be any indication that you or your staff looked at some kind of mix.

Was it, in fact, done? What impact do you feel it would have if it were done? In other words, I guess what I am saying, Mr. Treasurer, is that maybe your alternatives aren't really a fair reflection of what could happen.

Hon. Mr. McKeough: Certainly, there are permutations and obviously there are limits to them. You can't raise the sales tax by half a point. I doubt very much whether we would seriously have considered, because of energy prices, raising the gasoline tax any amount or at all. I suppose we could have split it between corp tax and personal income tax, two and two; but I would oppose one, two, three or four points of increase in

either of those taxes for the same reasons that I have listed here before.

Mr. Sweeney: In other words, there really wasn't a serious attempt to look at a mix versus a selective target.

Hon. Mr. McKeough: Yes, we certainly looked at a mix.

Mr. Sweeney: Do you have any impact readings on what the various mixes could be other than what you just said?

Hon. Mr. McKeough: Well, I just said that if you wanted to put two points on personal income tax and two points on corporation tax, that option would not be any more attractive to me than four or four.

Mr. Sweeney: All right. In other words, are you saying that not only would you not accept any one of the selective targets as an alternative, but that you really aren't prepared to accept even any portion of the selective targets as an alternative. Is that right?

Hon. Mr. McKeough: I haven't said that. We looked at a number of options.

Mr. Sweeney: Well, are you saying, then, that if an alternate proposal were presented to you in which there was a mix of those four selective targets, you would refuse to accept it or you would consider accepting it?

Hon. Mr. McKeough: I'll be glad to look at any alternative which the committee may recommend.

Mr. Sweeney: Thank you, Mr. Chairman.

Mr. Chairman: Mr. McClellan, Bellwoods.

Mr. McClellan: I don't want to prolong the agony on this but I was curious about how the ministry arrived at the level of notching. When you chose for a family of four the income level of \$11,128, what is that taken in reference to?

Hon. Mr. McKeough: I guess I answered that when you were out of the room; Mr. Breaugh asked.

Mr. McClellan: I'm sorry.

Hon. Mr. McKeough: There's nothing magic about it.

Mr. McClellan: Just in terms of available cash?

Hon. Mr. McKeough: Obviously, the higher you notch the more money it's going to cost; and you are getting close to the average industrial wage.

Mr. McClellan: Do you use poverty line data when you're making these kinds of decisions? I suppose that's what I'm curious about. Firstly, does the ministry have a poverty line for a family of four that it accepts?

Hon. Mr. McKeough: If nearly a quarter of the people are either exempt or assisted, we think that's doing pretty well.

Mr. McClellan: But that doesn't answer the question.

Hon. Mr. McKeough: It's not quite a quarter.

Mr. McClellan: That has nothing to do with the poverty line. Is there a poverty line that your ministry recognizes?

Hon. Mr. McKeough: I recognize that the member's philosophy would take all the money from the top quarter.

Mr. McClellan: Well, that's not the question. There are a number of accepted poverty line standards. I wondered if the ministry accepts any of them: Statistics Canada, CCSD, Social Planning Council Budgetary Guides; or do you have your own? That's the question; it's not an ideological question.

Hon. Mr. McKeough: We've continually moved up the exempt portion year by year.

Mr. McClellan: Well the answer is no; is that what you are saying?

Hon. Mr. McKeough: Certainly we keep those things in mind; we keep the rate of inflation in mind and a lot of other things.

Mr. McClellan: But you don't use, for the establishment of government policy, any kind of notion of poverty level?

Hon. Mr. McKeough: Not as a definitive target; not as an only measure, no.

Mr. McClellan: You don't use it for GAINS, obviously; and I guess you don't use it for premium assistance either, since you are apparently comfortable to see large categories of people below, even the lowest Stats Can poverty line. That doesn't cause you any anxiety, the fact you have notched your subsidization floor for a family of four to \$11,128, which would be below the Stats Can poverty line adjusted for 1977 figures?

Hon. Mr. McKeough: And before that, it was notched at something lower than that, which was below the figures.

Mr. McClellan: Yes.

Hon. Mr. McKeough: Those are figures and studies we take into account, yes. They are not the overall determining factor.

Mr. McClellan: Well it doesn't speak much to your notions of equity, does it?

Hon. Mr. McKeough: No; and you would take it all from the top. I'm not sure that has a hell of a lot to do with equity either.

An hon. member: It depends what you mean by equity.

Mr. McClellan: With respect, Mr. Chairman, that's nuts.

Mr. Chairman: In the ordinary course we'd be adjourning in three minutes. I should determine from the committee whether or not the committee wishes to proceed and to deal with the motion now or at some other time. What is the wish of the committee?

I try to accommodate all of the interests. If it is the wish of the committee to come back another day and deal with this matter, that's quite all right.

We could come back next Monday and deal with it in the ordinary course of the committee time. If the committee wishes to deal with it tomorrow, then we would have to have special consent of the House to do so.

Mr. Conway: It's my understanding that we have a House leaders' agreement that these sittings would be six in number. Have you any assurance that such an agreement could be amended to provide a seventh sitting?

Mr. Chairman: I think the agreement was not an ironclad agreement. I think the indications were that the House leaders felt that six sessions should be set aside and, if possible, that should be it. If the committee simply couldn't complete its work in the six sessions it could be renegotiated. I have a commitment to that extent, Mr. Conway.

Mr. Conway: Will we be able to continue, Mr. Chairman?

Mr. Lane: It seems to me that even though some of the members agree we should continue, we cannot finish before six o'clock, in any case. As you yourself have mentioned, Mr. Chairman, we could legally come back here next Monday and sit and maybe make a report or look at the motion we have in front of us.

Also, as the Treasurer has pointed out, in such a short period of time the ministry hasn't had sufficient time to analyse proposals that were made late last afternoon, yesterday evening. Maybe we'd all be in a better position on Monday to do something constructive.

Mr. Chairman: May I ask, Mr. Lane, does the meeting to which reference has been made involve all the Conservative members?

Mr. Lane: Yes. We're supposed to have another meeting at 4 o'clock.

Mr. Chairman: I see, I would find it very difficult for the committee to carry on if one of the parties were totally absent. I'm wondering if the Conservative members on the committee or a portion thereof could see fit to stay.

Mr. S. Smith: This may be a very quick matter, it may not go that long. I would hope that maybe Mr. Van Horne would have a moment or two to make a general statement and then we could go right to the motion, if members are agreeable. We could try and be out of here very quickly. If it looks as though discussion is going to be prolonged, we could always have the other option to have another meeting. I knew it was going to be a long meeting, surely most people suspected that.

Mr. McClellan: It was agreed yesterday that the committee would sit for as long as was needed, for it to complete its work.

Mr. Chairman: I think it was a view of the committee—at least I so understood—that perhaps we would try and take whatever time was necessary today to complete the work if we could do it. If the committee felt we couldn't then we'd try and make some other arrangement and come back later. I'm in the hands of the committee, whatever the committee wishes to do.

Mr. Elgie: Mr. Chairman, the Treasurer was asked if he was prepared to respond to the suggestions put forward yesterday afternoon and he said he'd like to have more than 24 hours. I think before we discuss a motion that's going to ask a government to present alternatives, we should hear what the response is to those alternatives in this committee's hearing. I think that's rather appropriate.

Ms. Gigantes: Point of order.

Mr. Kennedy: Were the six meetings tentatively agreed upon?

[4:45]

Mr. Chairman: Yes it was, Mr. Kennedy.

Mr. Kennedy: Well, I would think they would go along with another meeting.

Ms. Gigantes: On a point of order, the motion before us extends the time for consideration of alternatives by the government and if the Conservative members want to have that time they will vote for the motion.

Mr. Chairman: Yes, the date of April 25 is mentioned in the motion which gives some time for consideration. Can we resolve this matter of whether we will continue or not, Mr. Jones?

Mr. T. Jones: I have but one thought, much as was mentioned by my colleague, about our wish that some of us do have information. Some of the government members have not yet taken part in today's proceedings. We do have some questions, as a matter of fact, stemming from the proposal by the Leader of the Opposition,

I recall when we had our debate on the motion calling for the early presentation of the alternatives by the Leader of the Opposition, I think it was he himself who suggested we wouldn't necessarily have any time constraints and that certainly the Liberal Party would be prepared to support an extension if it was felt necessary. I don't think we necessarily have to confine ourselves to Monday as an alternative; perhaps there would be something on Thursday or Friday—

Mr. Chairman: Of this week?

Mr. T. Jones: —that might cause us to return, depending on the House and committee scheduling.

I would merely say to the last NDP speaker that it's true the motion before us does propose further consideration. However, it also contains some other things, all as one motion, which on first perusal I would suggest are almost separate motions, Mr. Conway. Even under four I would suggest there might be two motions in one and I would probably be suggesting that they be dealt with *seriatim* and that would cause some time constraints.

Mr. Elgie: Mr. Chairman, I would also suggest that I recall the Leader of the Opposition quite clearly saying he welcomed discussion of his recommendations by this committee. That's still his position and I think we should take him at his word.

Mr. Conway: Speaking to that point of order, Mr. Chairman, it seems to me that—

Mr. Chairman: I don't think it's a point of order, it's just a comment, Mr. Conway.

Interjections.

Mr. Kennedy: How about if we sat until Monday, Mr. Chairman?

Mr. Chairman: Do you so move, Mr. Kennedy?

Mr. Kennedy: Sure, okay, I'll move—

Mr. Chairman: A motion to adjourn is not debatable. I'll have to put the question. The motion has been put to adjourn the committee.

Mr. Cassidy: On a point of order, I don't believe Mr. Kennedy can move that motion if the committee is restricted to only six sessions and—

Interjections.

An hon. member: Who put the restriction on?

Mr. Chairman: I think, Mr. Cassidy, it was indicated to me that the six sessions had been agreed upon by the House leaders, but that if circumstances should warrant the

matter could be renegotiated. As I indicated to you, I don't think it is an ironclad agreement; that was the arrangement as I understood it. So I think the matter is flexible to that extent.

The motion before me—

Mr. Cassidy: On the point of order, I appreciate the parliamentary rules you are trying to enforce, but I am not sure whether or not Mr. Kennedy is saying there is a commitment on the part of the government party that further sessions will be okayed in negotiations between the House leaders. That is a real concern and that affects the way in which we vote on this motion of adjournment.

Mr. S. Smith: Speaking to the point of order, if I might, Mr. Chairman, it's my understanding that the government House leader was one of the people insisting that it be six sessions. Now, unless we have a commitment from the House leaders of the three parties that there will be no objection to a further session we may end up with a committee that produces no report and I hardly think that's what was desired.

I would have welcomed being questioned on this and if the members like I'll be glad to come to an additional meeting to be questioned on our alternatives. But I do believe we should have a motion and a report, since we have no guarantee from the Hon. Mr. Welch that he would agree to another meeting.

Mr. Chairman: Well, just on that point, is there any quick way in which the government members could ascertain from the government House leader whether or not we can have extra time?

Hon. Mr. McKeough: Mr. Chairman, this matter was discussed at cabinet this morning and I can't speak for Mr. Welch and I don't see any of his staff here, but certainly the indication was this morning that Mr. Welch was of the view that the committee might not finish today and therefore would be sitting on Monday.

Mr. Kennedy: I think that within our terms of reference it states we can make our own decisions.

Hon. Mr. McKeough: I would point out there are the leaders of the two parties here and presumably they alone can tell our House leaders that the committee would sit again on Monday.

Mr. Cassidy: With respect, there was a motion which went before the House last Tuesday which has sunk, maybe never to surface again, because it is now in the con-

trol of the government House leader. That is why we are raising these questions.

Mr. Chairman: The Treasurer has indicated some flexibility on the part of the government House leader, so I presume we can take that as an indication that the House leaders are prepared to allow the committee to sit for another day.

Mr. Breaugh: Mr. Chairman, may I ask a simple question? What motion do you have on the floor now?

Mr. Chairman: I have the motion to adjourn, Mr. Breaugh.

Mr. Breaugh: Thank you. Could we vote on that?

Mr. Chairman: Yes, we are going to vote on it right now.

We will have to indicate the members in the committee who are eligible to vote: Messrs. S. Smith, Breaugh, Laughren, Elgie, Ms. Gigantes, Messrs. Jones, Kennedy, Conway, Leluk, McClellan, Turner, Lane, Sweeney, Van Horne and Villeneuve.

Mr. Kennedy has moved to adjourn to Monday to consider and prepare a report.

Mr. Breaugh: That wasn't the motion that I heard.

Mr. Kennedy: Well it was to accommodate everyone to ensure that we do come back. It just adds—

Mr. Breaugh: I've heard of taking great liberties but I don't believe I have heard of anybody amending an adjournment motion like that.

Mr. Kennedy: Well, that's the motion.

Mr. Breaugh: I know and I'd let the Treasurer do that, but I don't think I am going to let you do that!

Interjections.

Mr. Chairman: This is the motion I have in writing, Mr. Breaugh.

All those in favour of the motion please signify.

All those opposed.

The motion is defeated.

Mr. Van Horne: Talk about being anticlimatic. Wonderful debate, Mr. Chairman. I would like to make just a couple of observations, having sat through the exercise for six meeting days.

First of all, Mr. Minister, the numbers have been raked over the coals so often that I am not sure that anything more can be added at this point in time. You have indicated a desire to look into our proposals and, of course, we will need the same opportunity to look at what you have presented to us today. I am making these few general com-

ments to reflect a bit of disappointment in what you have presented to us today.

Your reference to the number of letters of concern or complaint you have I don't think is really all that relevant, because one could argue that the public has been beaten into a submissive silence—not through this issue necessarily, but perhaps through a lot of other increases and concerns financial.

You made reference to your recommendations from time to time being unpopular in your cabinet; there was an implication that your cabinet had to be convinced of many items, premium increase not the least. I have to wonder, is it because they feared its implications or are they being lobbied by some senior bureaucrats?

Hon. Mr. McKeough: With respect, I don't think I indicated that about premium increases. I said—and I don't overstress or understress this—but I don't think you'll find a treasurer or minister of finance anywhere who agrees with the earmarking of funds such as we presently have in Wintario. That is the only comment I made about a disagreement, and it isn't a disagreement.

Mr. Van Horne: Well whatever, I would just really have to sit back and ask myself now about the decision-making process of the government, and perhaps ultimately that would be one of the major issues with which we will concern ourselves. I do have to express a degree of uncertainty as to how this process works. At one point in time I thought the cabinet in the parliamentary process and the democratic process were the processes through which decisions were made, but now I very seriously doubt if that is always the case and I have to question whether there isn't a considerable byplay going on in the background involving senior civil servants. I say that not just in the light of this exercise, but I refer back to the exercise during which time we discussed the supplementary requirements for the contributions to the Teachers' Superannuation Fund; and without reading the Hansard reference, I would simply point out that on pages S-7 and S-6, S-6 particularly, from the March 14, 1978, Hansard, there is even further indication that many decisions are made not necessarily with all cabinet knowledge but through senior civil servants' input. That concerns me.

Mr. Chairman: I presume that completes the questioning of the Treasurer. Thank you, Mr. Treasurer, and your staff.

I have before me a motion which I will read to the committee and then the motion will be open for discussion:

"Mr. Conway moves that the committee recommend to the Legislature that it adopt the following report:

"1. The committee has examined certain aspects of the annual report of the Ministry of Health, 1976-77, referred to it by the Legislature.

"2. The committee recommends that examination of all aspects of the Ontario Health Insurance Plan be continued by this committee or such other committee as the Legislature may decide with a view to recommending major administrative and financial reforms and particularly with a view to recommending a long-term alternative to the premium system.

"3. The committee recommends that as an interim measure, until the end of this fiscal year, the 37.5 per cent increase in OHIP premiums effective May 1 be withdrawn.

"4. The committee recommends that the government give serious consideration to the alternatives to the 37.5 per cent increase proposed by the official opposition and others and present an alternative financing plan to the Legislature on or before April 25, 1978."

Mr. Conway, would you like to speak to your motion?

Mr. Conway: Basically, Mr. Chairman, I think the motion stands for itself and I would reserve some comment perhaps until later on in the debate.

Mr. Cassidy: Thank you, Mr. Chairman. I just want to say a word or two about this particular recommendation for the committee's report to the Legislature. We have examined it carefully and have had a chance to think about it in the last half hour or so.

In fact, what the report is saying is effectively reconfirming what this committee decided a week and a half ago in its report of Monday. With the benefit of five or six sessions with the Treasurer and the Minister of Health before us, it is recommending that as an interim measure until March 31, 1979, the 37.5 per cent increase in OHIP premiums be withdrawn and it calls on the government to present an alternative financing plan to the Legislature in a very short period of time.

It therefore does what we did last week in terms of speaking to our feeling about the premium increase in general and it continues to put pressure on the government. We think that is justified. As I said in my opening remarks today, we have used every device we could in order to put that pressure on the government and make them understand that in a minority government situation you don't simply ride roughshod over

the opposition the way the government has tended to do.

We are therefore, as must be obvious from my comments, prepared to support this particular motion. We think this can and should come before the Legislature in the near future, and it can come before the Legislature without having to make this a matter of confidence in the same way as we believe the motion of last week also could have allowed the Legislature as a whole to speak on the question of the premium increase without it automatically therefore being a matter of confidence.

[5:00]

We would be prepared to see this motion debated in full by the Legislature in a pre-scheduled debate after everybody has had an opportunity to examine all of the documentation which has come down to us from the Minister of Health and also from the Treasurer. I guess that's about all I wanted to say, Mr. Chairman. We will support it and if the committee wants to go to a vote fairly promptly, we would be prepared to go to a vote promptly.

Mr. T. Jones: Mr. Chairman, we have had this same short period of time, of course, to look at the motion. I would like to move—I suppose a procedural—amendment. I see it as being a combination of motions. I suppose we could deal with them all expeditiously and yet deal with them, as I mentioned earlier, *seriatim*.

It occurs to me that there are perhaps even five motions presented on 1. I notice for example under 4, that that would seem to read as two separate motions. I recognize, as the leader of the NDP points out, that 3 is essentially the motion that was a previous one to go forward from this committee. It directs something specific. The other one proposes certain steps to bring some considerations and alternatives forward.

I say that keeping in mind some of the proposals that have been made. The Leader of the Opposition's specific proposals for 1, or part of his, refers to some \$67 million as an expenditure saving that has to do with manpower. I didn't hear the Treasurer reply specifically yet, except that he did say they were going to consider it. Subject to what they might have to say, it might be that I would like to ask the committee to consider having the appropriate minister in that case. It's a lot of dollars out of that total sum. I would imagine it is Mr. Auld of Management Board for some questions in that direction.

But I would like to propose an amendment, sir, I move that each of the recommendations be considered as separate recommendations. I am referring to the motion before the committee by Mr. Conway.

Mr. S. Smith: You can't separate a report.

Mr. Chairman: I would say, Mr. Jones, that as far as I am concerned we have no provision to dissect the motion. If you wish to move an amendment to the motion, then you are quite at liberty to do so. Then the committee can discuss the amendment. But I don't see how we can dissect the motion as it currently stands, unless the committee directs the chair so to do.

Mr. T. Jones: My point, Mr. Chairman, was for example that I suppose section 3 of the report, if you will, is redundant as we just mentioned and—

Mr. Cassidy: It's redundant?

Mr. T. Jones: It's redundant with respect to the earlier—

Mr. Cassidy: Unacceptable. That's really unacceptable. I don't want to heat this up but—

Mr. T. Jones: The earlier report that went forward from this committee—did not section 3 say the same thing?

Mr. Cassidy: On a point of order, Mr. Chairman, the earlier report was bottled up in the Legislature by the combined action of the Conservatives and the official opposition. There is no guarantee that that will ever come to a vote in the Legislature. That's one of the reasons why section 3 had to be repeated in this particular report.

Mr. T. Jones: I am not proposing to exclude it, Mr. Chairman—

Mr. S. Smith: This is done frequently in a final report. An interim report is frequently repeated in its final—

Mr. T. Jones: I suppose what I was suggesting, Mr. Chairman, was that each of them be dealt with and voted on as separate sections of the total report.

Mr. Breagh: And for clarification, Mr. Chairman, you have ruled that Mr. Jones's motion is not in order. Is that right?

Mr. Chairman: Yes, I don't see how we can dissect that motion unless the committee directs me otherwise. That's my ruling, Mr. Jones.

Mr. Elgie: Mr. Chairman, if I might, when we were preparing the Inco report, as those who were on that committee well know, it was taken section by section. It seemed to be quite agreeable on that occasion. What's the difference now? I don't understand it.

There are parts of this which I am sure everyone can agree with and parts that we can't all agree with.

Mr. Chairman: Then I would suggest, Mr. Elgie, if you move an amendment reflecting those parts of the motion with which you agree, I will put it before the committee for consideration.

Mr. Elgie: Doesn't Mr. Jones have a motion to put forward that we consider the report item by item?

Mr. Chairman: He has a motion suggesting that we consider the report item by item. I have said I don't consider that dissecting the motion in that respect would be in order. However, an amendment to the motion would certainly be in order and if you or Mr. Jones want to so move, I'll certainly put it to the committee.

Mr. T. Jones: Mr. Chairman, I would move then—I thought I had read that to you so that we would have accomplished that—that each of the recommendations of the report be treated as separate recommendations.

Mr. Chairman: What I'm trying to indicate to you, Mr. Jones, is that if you move an amendment saying that the following report be adopted and if you agree with item 1, then you include it in your amendment; if you disagree with item 2 you leave it out; if you agree with item 4 you include it. That will be the amendment to the original motion, which I will then put before the committee for consideration. Simply delete the points with which you don't agree and include it in your amendment to the motion.

Mr. T. Jones: I would move, then, that the sections referred to us as 3 and 4 in the report be struck, changed, excluded, if you will.

Mr. McClellan: Which?

Ms. Gigantes: Delete.

Mr. McClellan: Pushed under the rug.

Mr. Chairman: May I have that in writing, Mr. Jones?

Mr. Breagh: You're accepting this motion having previously ruled it was out of order?

Mr. Chairman: No, no, no, Mr. Breagh:

Mr. Breagh: I was just asking.

Mr. Chairman: I hadn't ruled that this motion was out of order.

Mr. Breagh: I'm just trying to help you out.

Mr. Chairman: Mr. Jones moves that as an amendment to the original motion that

items 3 and 4 be deleted. I will now entertain comment with respect to the amendment to the motion.

Mr. Sweeney: Is there a seconder to that motion?

Mr. Chairman: There doesn't have to be, Mr. Sweeney, in committee. We have been taking seconds. There's no harm in it, but it's not required under our rules.

No discussion? Shall the question be put?

Mr. Lane: I would like to speak to the original motion. What happens now?

Mr. Chairman: The original motion is set down until we deal with the amendment to the motion. Do you wish to speak, Mr. Lane, to the amendment to the motion?

Mr. Lane: Not particularly, no.

Mr. Chairman: Shall the question be put? All those in favour of Mr. Jones's motion, please signify.

Mr. Laughren: I think they're voting along party lines.

Mr. Chairman: All those opposed?

Mr. Elgie: It's a new phenomenon you've never heard of.

Mr. Chairman: The motion is lost. Is there any further discussion on the main motion?

Mr. S. Smith: Just a quick word. I want to make it clear to member of the committee that if the House leaders agree after this motion is adopted, and if the members wish for some reason to meet on Monday in order to question the alternatives which we presented, I would be very happy to come to such a meeting and try to engage in discussion with other members of the committee. Failing that, I'll be happy to engage in such discussion with whatever individual committee members wish in any reasonable form they suggest. I just wanted to be clear about that.

Mr. Lane: Mr. Chairman, as I mentioned some time ago, I felt it would have been better to have recessed and come back on Monday after we had a chance to look at this motion and also Dr. Smith's proposals of last night, of which I have not yet seen a press release. I don't have a copy of the proposals. I don't know whether other committee members have them or not. I don't have them and I think it rather unfair for us to say we're going to tie up the loose ends of the committee without ever having looked at what was proposed.

Ms. Gigantes: They were tabled with the committee.

Mr. Lane: I wasn't here yesterday and I'm pinch hitting today. I never have seen a copy of them myself.

Speaking to the motion before us I would have to agree with the first part. We are going to have either this committee or some other responsible group, or a select committee, look at the problem in total and make some long-term analysis of how we are going to handle this situation down the road.

The thing has surfaced now and no doubt it will be settled one way or another in this particular year, but it is going to come back up again and we will have to resolve it. The motion says that, and I agree with that. I think we should have some responsible group, or a select committee, look at the long-term situation as to how we best can handle this, whether it be through the premium or some other way of raising funds. So I have to agree with this.

I think it would be nice, Mr. Chairman, if that were to happen—that the people who now have no premium to pay were allowed to have some input into that committee, if it were a committee. In talking to senior citizens who do not pay any OHIP premium I have found they seem to have a feeling that they are sort of freeloading on the people who are working and paying their premium. Many people to whom we supply OHIP free at this point in time would like to have an opportunity to make a token payment to a program that they know they must have; they would like to feel that it is partly theirs.

I think we can all look at comparable situations over various years. We belong to clubs and committees and so forth and if there is no membership there is no interest and the thing soon dies away. But just put a dollar or a few dollars into the program or into the membership, whatever it is, and you have a lot of interest and a very healthy club in most cases. It might just surprise the people sitting here and other people in the province how many people would like to at least make a token premium payment if that were the way we were going to go, be it only \$20 a year or some given amount. Leastwise they have a vested interest, they feel it is partly theirs.

While we do not want a deterrent fee inasmuch as it would prohibit people who needed it from getting the service, the fact that they really had something to say about the program, had some money invested in it, probably would in itself be a deterrent and would prevent the plan from being abused. I think we all know that in some cases it is being abused.

So I will wholeheartedly support the first part of that amendment. I can't possibly support the last part. I think my friend, Mr. Jones, felt the same way when he made the amendment.

Mr. Kennedy: Mr. Chairman, knowing all the materials before us, the discussions of the Treasurer this afternoon, I would really like to adjourn until Monday to consider this whole package and for that reason moved the motion. I only reiterate, I think in all fairness I would like to hear the analysis of the Treasurer on the alternative proposal of the opposition and, at the same time, deal with this. That's all I've got to say.

Mr. Cassidy: You're speaking to the wrong motion. That one's already been lost.

Mr. Kennedy: Well, I'm just speaking. Is there anything wrong with that—except that it makes a little sense?

Mr. Chairman: Is the committee ready for the question? Is there any question?

All those in favour of the motion, please signify.

All those opposed?

Motion agreed to.

Subject to change, this may complete the work of the committee. If the House leaders decide that perhaps another day should be used to review the matter, that's going to be up to them. I do want to say to the committee members the ideas and opinion expressed during this hearing were sometimes vigorous and strongly held and I think that's good. I don't quarrel with that at all. I do want to thank everyone for their co-operation.

Mr. T. Jones: Mr. Chairman, just on a point of clarification, if I may. I do understand even if the six days and the 20 hours were to stand firm, there still would be ample time for the committee to meet in some format or other to draft—

Mr. Chairman: Yes.

Mr. S. Smith: And I have already raised the point that I would make myself available to the committee as a member or a substitute—in any way the committee desires.

Mr. Chairman: Yes.

The committee adjourned at 5:13 p.m.

SPEAKERS IN THIS ISSUE

Breaugh, M. (Oshawa NDP)

Cassidy, M. (Ottawa Centre NDP)

Conway, S. (Renfrew North L)

Elgie, R. (York East PC)

Gaunt, M.; Chairman (Huron-Bruce L)

Gigantes, E. (Carleton East NDP)

Jones, T. (Mississauga North PC)

Kennedy, R. D. (Mississauga South PC)

Lane, J. (Algoma-Manitoulin PC)

Laughren, F. (Nickel Belt NDP)

Lewis, S. (Scarborough West NDP)

McClellan, R. (Bellwoods NDP)

McKeough, Hon. W. D.; Treasurer, Minister of Economics and Intergovernmental Affairs (Chatham-Kent PC)

Smith, S.; Leader of the Opposition (Hamilton West L)

Sweeney, J. (Kitchener-Wilmot L)

Van Horne, R. (London North L)

From the Ministry of the Treasury, Economics and Intergovernmental Affairs:

Allan, D. M., Executive Director, Fiscal Policy Division

Jones, B., Director, Taxation and Fiscal Policy



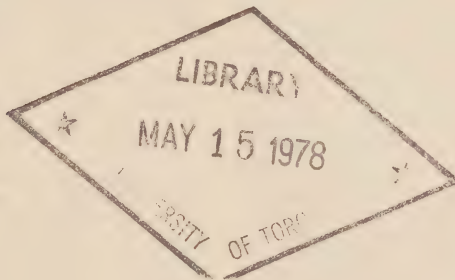
No. S-12

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Education



Second Session, 31st Parliament

Wednesday, April 26, 1978

Clerk: Roderick Lewis, QC

Speaker: Honourable John E. Stokes

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

WEDNESDAY, APRIL 26, 1978

The committee met at 1:11 p.m.

ESTIMATES, MINISTRY OF EDUCATION

Hon. Mr. Wells: Mr. Chairman, I have a very short opening statement as we consider the 1978-79 estimates of the Ministry of Education. I welcome the opportunity to be back here at the social development committee and discuss these estimates. I think we had a very productive discussion last year, and I hope we will find that some of the ideas put forward at that time have come to fruition in the ministry and in the education system.

I am also happy that all three of us are back here again, the critic for the Liberal Party, the critic for the New Democratic Party and myself, all in our same roles and eager to spend the next 20 hours vigorously debating and discussing the education system again. However, we do have a new chairman, and I am pleased that you have had a chance to be well-seasoned with the consideration of the annual report of the Ministry of Health—

Mr. Chairman: Very tame stuff after that.

Hon. Mr. Wells: —which I am sure prepares you very well for the heavy going in the Education estimates.

These estimates represent an expenditure of \$2,399,363,000—a very considerable sum of money. It is interesting when we look at the estimates that we find they represent an increase of 2.4 per cent over last year's complete estimates—that is, the original printed estimates and the two supplementary estimates, which we all know that we presented at different times after our original estimates were considered by this committee.

The increase represented by the Education estimates this year, as I say, is 2.4 per cent or \$57,229,300. I would like to just indicate, as I am sure many of the members know that the breakdown of that particular amount of money, that very large sum of money, is as follows: There is 82.1 per cent for general legislative grants, which is really a pass-through payment; it is the province of Ontario, through the Ministry of Education, contributing to the operations of the local

school boards of this province, the local educational system. Another 13.8 per cent of the estimates that we have before us today represents money that goes into the Teachers' Superannuation Fund and commission under various headings and votes. Another 0.6 per cent represents transfers to other agencies, such as the Ontario Institute for Studies in Education, the Ontario Educational Communications Authority and a few others.

[1:15]

Therefore, we find that about 96.5 per cent of these estimates are really transfers to other agencies, and 3.5 per cent represents the direct operating expenditures of the Ministry of Education. That sum is about \$84,189,000. Of that amount, 1.4 per cent is spent in the head office, 1.6 per cent in our institutions, and 0.5 per cent in our regional office operation. So of the total budget we are considering here today, 3.5 per cent is the direct operating cost of the ministry and the rest, as I say, are transfer payments to various other bodies concerned with the total education system of this province.

It's always well when we are considering estimates of the Ministry of Education to consider what the role of the ministry is. I think it could be best put in these terms, that the role of the Ministry of Education is to give direction and co-ordination to the public education system in Ontario under the direction and the Acts and regulations of the Legislature of this province, the goal being to provide equality of educational opportunity for the young people of this province and, in the case of the Ministry of Education, up to the end of the secondary school system.

The role of the ministry also involves, of course, operating directly special schools of our own—schools for the blind, schools for the deaf, correspondence schools, schools in developmental centres, schools in training schools, and the Ontario Teacher Education College, which of course highlights one of the other roles of the ministry, which is to give direction and guidance in the area of teacher education.

These roles are carried out through an organization which involves a head office that

has in it about 25 per cent of our total complement—the head office is located here in the Mowat Block—and a network of regional offices around the province which has about 13.4 per cent of our complement.

The regional offices are the field operation where the policies, the direction, the monitoring, the reviewing are carried on. In fact, I would like to mention that in keeping with some of the things I think I mentioned a year or so ago, our regional office role is changing. I think I could best say it is becoming more aggressive. Provincial reviews are being carried on, monitoring of school boards in each region's area is occurring and, of course, the other role of providing consultative assistance in curriculum and in finances is going on also.

Our regional offices have been subjected to a fair amount of scrutiny; the fat has been trimmed off, and they are being made to be a more aggressive and more useful field operational tool to further the role and the direction that the ministry gives and the assistance that it provides to the school boards in this province.

The other roles relating to the special schools, as I indicated earlier, are carried out of course by the special schools that are located and operated by the ministry across this province.

In these remarks I would like also to stress that education in this province is a joint endeavour. Certainly that has always been my philosophy as minister. The role of the ministry having been stated as being to give direction and to co-ordinate, the co-ordination process involves working jointly and co-operatively with a number of groups in what I will call the educational community. It involves meeting with them, consulting with them, listening to them and, I think, mutually co-operating for the betterment of education.

Certainly, as I indicated, the ministry is a provincial authority that is to give direction and lay down ground rules for education, but the delivery of the system, the operation, is carried on by boards of education. That's the first group that we, of course, must work with and co-operate with. Those boards of education employ teachers and it is teachers, of course, who are on the firing line.

People often say to me in one breath that they wish we could have a quality education system, and then in the next breath they spend 10 or 20 minutes attacking teachers, without realizing that it is the classroom teacher, primarily, who decides whether you have a quality education system or not. They are the people who are on the firing line and they are a very integral and big part

of the education system. Only when you have good teachers operating with a high degree of morale and feeling that they have the confidence of the people they are teaching, and the people on whose behalf they are teaching, do you really have a quality education system.

I would like to say here, Mr. Chairman, that I think the teachers of this province, taken as a whole, are an excellent group of people and they are doing a fine job. I think the trustees of this province are administering the education system in a very excellent way. Somebody will immediately bring out all the exceptions to this statement.

Certainly there will be exceptions but I think, as I have said many times, too often we can dwell on the exceptions and the negative part and forget the positive part, which is that there is a large group of trustees in this province who, at some sacrifice to themselves, are serving their community by administering the education system and working with the teachers and others in the system. The teachers themselves, having taken, I would say, a fair amount of public abuse through the media and other areas in the past several years, are still operating at a very high level and are providing good-quality education.

I was very heartened the other day to read, as some of you may have read, about a poll done by Martin Goldfarb for the Toronto Star, where he asked people how they felt about the education system. Unlike most polls I have read in the last three or four years, the majority of people said they were either satisfied or very satisfied with the education system. I thought this was very good. It was very heartening to me. It showed that the battle a lot of us have been fighting to regain some confidence in the system seems to be taking hold. I think that's due in large part to the work that trustees, teachers and some of us in the ministry have been doing.

Mr. Van Horne: Excuse me, that's not the same pollster who predicted we would get 15 seats, is it? Is that the same fellow? I will have to look into that one.

Hon. Mr. Wells: No, no, but, Ron, that's the pollster who predicted the Liberals would sweep eastern Ontario.

Mr. Van Horne: I will have to look into that too.

Ms. Gigantes: They may be correct in their predictions about Toronto.

Hon. Mr. Wells: Actually though, as I recall, a few days before the election he

predicted the total election results pretty close.

Be that as it may, this particular question gave me encouragement that the kinds of things all of us are doing are beginning to achieve results. I think the critics of both parties would recognize this. They certainly have been saying these things, the same kinds of things I have been saying about trustees and teachers, and they have been part of this process to help us all regain some confidence in the system, realizing that you can't have a good-quality public education system if everybody is knocking and kicking at it all the time. That's not to say that we shouldn't be looking critically at certain areas of it, or shouldn't be delving into those places that need correction and correcting them.

Just to show you how we operate in this joint endeavour process in the Ministry of Education, there are, of course, various groups—the school administrators and supervisory officers, teachers and others, and trustees—meeting with a lot of ongoing committees at the staff level in our ministry. I, myself, hold regular meetings with the Ontario Teachers' Federation; we had four official meetings last year. We meet regularly with the Ontario School Trustees' Council; there were a couple of those last year. We had a meeting with the association of large school boards. The Ontario Association of Education Administrative Officials met four times with the deputy minister on an official basis. I met twice with the directors of education or chief executive officers of all the school boards in the province. One of the meetings was an all-day session to talk about their problems and for them to give us some help and direction in various areas. We met with the Catholic supervisory officers, a couple of times with the Home and School Association, and once with the Catholic Parent-Teachers.

I probably missed some groups and if I did miss any and they read this and are disappointed or miffed, I apologize but that is the list that came to my mind as I was jotting these notes down before this meeting today. But I think that illustrates the kind of meetings that are going on all the time as we view the processes of the Ministry of Education being one of working with various groups.

Of course I didn't mention the many meetings that we do have with people from the Ontario Institute for Studies in Education and the Ontario Educational Communications Authority. I guess we put them in a slightly different category from these edu-

cational institutions but they are also partners in the whole process with us.

I'd like to conclude by saying that I've used these opening remarks to offer a bit of an explanation about these estimates and to illustrate how I feel about the role of the Ministry and Minister of Education. I'd like to thank the staff of the Ministry of Education at this time because we have a very hard-working, competent staff in the ministry. It's a staff that has been continually whittled down, and that makes the job even tougher. I think I was looking at the complement figures today and there are about 62 fewer working in the ministry at this time now than there were last year. That means everybody is shouldering a little more of the work, and a little bit of the fat, if there was any, has been cut out.

The staff of the ministry does an excellent job and at this time I want to tell the members of the committee that I'm very proud of the work that they do. I'm very pleased to say that this is about the seventh time that I had been presenting the estimates for them and the kind of co-operation that I've had over the many years has continued, and I compliment the staff.

We'll have lots of time to discuss each individual item as we come to it and that's why I've refrained from talking in detail or in depth about any particular area. I just want to say that if you were to ask me what my directions were for the next year, they are to continue in the manner we have been doing to develop and preserve the high-quality public education system we have in this province.

We will continue to focus on fundamentals in the school system which we have been adopting, not however in doing that to neglect some of the important areas such as moral and values education, on which I have always put a very strong emphasis. I feel these have to be continually stressed in the curriculum and with those in the school system.

We'll continue to encourage the development of a strong and vibrant French-language school system, a minority language school system in this province, consistent with the legislation and I think the wishes of the people of this province. We'll do many things to strengthen that system and to guarantee those people whose mother tongue is French that they will be able to be at home in this province in the education system in that, their mother tongue. We'll continue to put emphasis on teaching French as a second language and encourag-

ing more and more young people to learn it and to learn it well.

We'll also, I think, in this year, be putting much emphasis on the whole area of special education, a term which has come to cover a whole multitude of specialties. Without going into details about that right now, suffice it for me to say that better and more available special education programs will be one of the thrusts of the ministry as we move ahead with this very large budget that we are asked to administer by the Legislature of this province.

[1:30]

Mr. Van Horne: Mr. Chairman, I am as pleased as the minister to be here again. His longevity is remarkable and commendable. For this second time, I hope I can make a contribution to the education process in our province. By way of general comment, in reflecting on a few of the things he has said, seven years is a long time in one ministry and the people in the province, I think, have many things to thank, not just him, but the ministry, for. On the other hand, our role, as you are well aware, is to not underline the thanks but rather to take a look at areas wherein we might improve.

There was one fleeting moment back in the late fall or early winter at which time we thought we might be facing a new minister when Mr. Davis had his dominoes in the can and was shaking them, but we're pleased to be able to meet with you again. I guess the other moment of concern that we had was within the last 24 or 48 hours at which time not very many of us knew whether we would be occupying the same seats again. However, the crises have come and gone.

Hon. Mr. Wells: We'd be out getting a suntan putting up signs.

Mr. Van Horne: I was a little concerned that I might have to rearrange my whole garden with the old stakes that I had out. I had everything lined up, tomato plants, et cetera. I would have had to do a lot of changing.

I was very pleased to hear that you, in your earlier comments, used the word "quality." I was delighted to hear that word in your opening remarks and I was also delighted to hear some reference made to morals and values in education. That, of course, comes hard on the heels of the ministry's announcement about the credit for religion courses which was on the front page of the Globe and Mail within the last 24 hours. I think that is something the members of the separate school community have been hoping for for many years.

Hon. Mr. Wells: Your colleague there will vouch for the fact that I actually made that announcement last Thursday in a few remarks that I made. The official announcement of it hasn't really gone out yet.

Mr. Blundy: And you got a tremendous hand from that audience, I must say, Mr. Minister.

Hon. Mr. Wells: I guess there were no members of the press at that gathering. They shunned it.

Mr. Blundy: That was the only great piece of news that came out of that meeting anyway.

Hon. Mr. Wells: That may have been the only great piece of news but the guest speaker, I think, delivered quite a shock to the gathering.

Mr. Blundy: Yes, I think so.

Mr. Van Horne: Having made those few general comments, I would like to read from a prepared text. I have copies enough for you, Mr. Minister, and for the critic for the NDP. We haven't a lot of money, as you know, in our caucus but what we do have we spend well and we'd like to extend to you the courtesy of at least a copy of this.

It is a pleasure for me to be able to make these introductory comments as the Liberal Party's education critic, and to join with my fellow committee members in debating these Ministry of Education estimates. As you indicated, Mr. Minister, the size of this budget is awesome. It's certainly quite different from what it was 10 or 15 years ago and now ranks as the second largest budget in the entire government process.

I have with me Paul Blundy. For those on your staff that may not know Paul, he is a member of our committee and former mayor of Sarnia. Two other members will be joining us at later discussions—Mr. Vince Kerrio of Niagara Falls and Mr. John Sweeney of Kitchener-Wilmot.

The young lady who has been working along with me and has been on staff for all of two days and five hours is Miss Deborah Panko, and she is sitting behind me. Deborah has worked to put these few thoughts together with me, and when you realize the pressure of time on us I think she has done a commendable job. She will be working along with me. I say this for members of your staff who might be getting a call from her from time to time, because she is there to assist me in this area.

It is our collective hope that during the course of this debate we will be able to agree upon positive suggestions for improving the educational process in the province

of Ontario. In general terms, we shall suggest ways in which the ministry may reduce expenditures by reducing or cutting back peripheral programs, or what we perceive to be peripheral programs. We hope to put forward acceptable, immediate short-term solutions and also to propose for government consideration some long-term policies in the whole education process.

Taking an overview of the estimates for the fiscal year 1978-79, we note that while estimates for some individual items are more restrained than in previous years there appear to be no specific attempts to eliminate or substantially reduce Ministry of Education programs. At the outset of this debate, we would ask you, Mr. Minister, if you could provide for us a list of programs that have been totally removed from your estimates this year, programs which were included in previous years.

I might add that we are hoping to arrive at some better understanding of your priority process, because it would seem to us, if we could take one specific area, the Ontario Institute for Studies in Education, that this particular body has a very unique feature about it. That unique feature, of course, is the field work that it does aside from dealing with the graduate students and with research. If that budget is decreased by the amount that it is, one has to wonder, are you not effectively eroding that one area which makes OISE unique? So in providing for us, if you can, an indication of things that have been cut, hopefully we will be able to look at them and determine really what your priorities are. Perhaps we can spend some time later discussing the whole business of priorities in education.

Before proceeding to specific and more detailed discussion of the estimates, may I say that communication between the ministry and members of the opposition parties seems to have improved markedly in the last few months. It is perhaps fair to say that the ministry made some attempts to keep us informed late last year. However, it became increasingly apparent in the fall of 1977 that some members of the ministry staff were uncertain about what type of material might be sent to opposition party members.

We, the members of the opposition, therefore occasionally found ourselves in the embarrassing position of learning about developments after they had occurred. As a specific example, I refer to the conference held on learning disabilities, about which we were informed after the event had taken place. Members of both opposition parties made the minister aware of this problem, and to the

best of my knowledge he has attempted to improve the process of informing members of the opposition about educational developments in and around the province.

I make this statement, Mr. Minister, in all sincerity. I feel we in our party, and certainly I think I can suggest that my conversations with members of the NDP would lead me to believe that all of us are after the same ultimate goal; that is, to assist in helping you and the ministry develop the best possible education process. We can only do that if we are informed. I thank you for the attempt that you have made, particularly in recent months, to keep us on top of things.

Finally, before we proceed to a few specific areas of concern, may I say that I am in sympathy with the statement made in the OTF submission to the committee on declining enrolment. On page seven, the submission states that quality education is not the subject of continuous debate in the Ontario Legislature, and a search through Hansard would reveal that the comment is accurate. However, there is a quote here that says: "The public interest, on the other hand, is constantly mentioned." We hope that during the course of debating these estimates we shall be able to stress the theme of quality education. Moreover, we hope that in other debates in the Legislature, for as long as it may sit, we shall consistently be concerned with the theme of quality of education.

Now for a few specific areas. First of all, although this matter is not directly related to the estimates, I think it is a concern in the minds of many of us. When one considers that a large portion of your funds, as you indicated in your opening comments, are those funds that are transferred to communities, let me suggest that Bill 100 has to be a top concern. This bill, An Act respecting the Negotiation of Collective Agreements between School Boards and Teachers, in my opinion should be reviewed with a view to amendment immediately.

The school year of 1977-78 has brought to light many weaknesses in this legislation. We need only consider the length and severity of the strikes in Essex county, Huron county and Renfrew county to prove this point. I would urge the minister to ask the Legislature for permission to have the standing social development committee of the Legislature review this bill with members of the six teachers' federation organizations, trustees, council executive and selected student leaders whose education has been affected by recent strikes.

The objective of this review would be to make immediate change to achieve the following: extend the authority of the Education

Relations Commission to ensure that any strike or lockout which exceeds a specific period, such as two weeks, would be automatically and immediately investigated; streamline the time-lines which exist for the present negotiation process through the exclusion, if necessary by mutual consent, of such phases as fact-finding; define more specifically at what point a student's education is believed to be in jeopardy—surely a student cannot with impunity miss weeks or months of class without jeopardizing his or her education—and make some provisions through correspondence or some alternate means for students to catch up on time or lessons missed as a result of strikes or lockouts.

In suggesting these amendments, I wish to stress that we do not underestimate the extent to which teachers are frustrated by long delays in the negotiating process, while they attempt to negotiate conditions of work and protect their jobs during a difficult time of declining enrolment. The minister made reference to that in his opening comments. I would submit that there are many evidences of public concern. Without appearing to favour the *Globe and Mail* more than any other member of the media community, I would remind you of an article on its editorial page on Saturday, April 15. I am reading one little section of it as some evidence to prove my case. "Five Ontario regions still have no settlements between their boards and their secondary teachers. More contracts will end this summer. Must we endure another year of merry-go-round bargaining with strikes and lockouts recurring next spring?"

In the area of superannuation—again the minister made reference to this—I would like to elaborate on it a little. The events of this past fiscal year have revealed a tremendous weakness, in my opinion, in the process through which the province contributes its share of funds to the Teachers' Superannuation Fund. Reviewing Hansard on the education estimates in June and July 1977, we note there is precious little reference to the contributions to the superannuation fund.

I would submit that all three parties must accept some responsibility for not giving sufficient consideration to this topic. Further, it was only in the fall of 1977 that the statement of Ontario finances for the end of the second quarter revealed that a supplement of some \$102,825,000 would have to be sought for additional contributions to the Teachers' Superannuation Fund. It was only then that some of us started to realize what the situation was.

[1:45]

The subsequent debate in December revealed several areas of weakness in the government's forecasting of amounts of money it would have to contribute as its share to the fund. The minister's suggestion that the committee sit down with members of the superannuation commission in an effort to ensure that problems of this type not arise in the future proved to be unrealistic. Perhaps that wasn't the only intent but that was the intent that was taken by some. The commission had the responsibility for administering the Act rather than being responsible for financial contributions which are made to the fund.

Further, in the month of February 1978, there was a further supplementary request for \$107,189,000 additional. The ensuing debate between members of the committee and the minister and the Treasurer (Mr. McKeough) revealed in my opinion a sorry state of affairs. I believe that we, in this committee, must do whatever is necessary to ensure that the provincial government shall give us an assurance that it will meet its obligations to this fund in the fiscal year 1978-79 and in the years to come without such shortfalls in the estimating process.

In my view, it is incumbent upon this committee to recommend that the teachers' federation and government sit down in the very near future to give serious consideration to statements made by the Treasurer of the province in his budget statement of March 1978. I refer specifically to page 16 of budget paper A wherein the Treasurer says: "In the future, if TSF funds are to be invested privately, local school boards must assume full responsibility for actuarial liabilities in the same manner as municipalities accept their financial responsibilities with OMERS." Such a transition must involve extensive discussions with school trustees, teachers and others. Mr. Chairman and Mr. Minister, this committee must, I submit, urge that these discussions begin immediately.

In the area of special education, on July 6, 1977, the committee members and the minister spent considerable time discussing special education. The minister indicated to the committee the procedure for deciding upon grants to be allocated for this purpose. Since that time, he has indicated that special education is to be given a high priority by the ministry.

It was also indicated that more than \$20 million additional would be available for special education this year. However, I would like to refer you to vote 3002 which indicates that the 1978-79 estimates for special education are \$1,041,200 whereas the estimates

for last year were \$1,254,200. This obvious reduction of approximately \$210,000 in estimated expenditures is not consistent with the ministry giving a high priority or with the promise of additional funds for special education.

I am sure there are reasons—and I'm digressing from my typed comments—but it does seem inconsistent, particularly to the casual observer, to hear statements made about additional emphasis on special ed and then to take a glance at the summary of what is actually a budgetary statement and find that we're spending \$210,000 less. Whatever the reason, and I hope there is satisfactory explanation for this, at this time that is far from satisfactory. We are told—and I would like you to prove me wrong if I am wrong—that there are some 15,000 children on school board waiting lists for entrance to special classes and a further 1,600 children who have been removed from immediate jurisdiction of boards—for example, hospital wards, juvenile training centres, penitentiaries, private clinics, programs in the US, et cetera. The numbers just don't seem to add up.

Also, Mr. Minister, you indicated that increased emphasis is to be given to special education and to early identification of exceptional students. This concept was stressed in the February Speech from the Throne. I would ask, how does the ministry intend to proceed with these plans? I would also ask, as I did last year, if the ministry has undertaken any research or study to determine the incidence of various learning disabilities and educational handicaps among the student population of the province. Finally, I would ask what is the status, in the government's opinion, of the private member's bill introduced by the member for Carleton East (Ms. Gigantes)? Is that going to be dealt with?

During the debate on these estimates last year you indicated that you'd be beefing up the formula for special education and raising the ceiling on the grants. This statement was made in response to my reference to an article in which I quoted you as saying, with respect to a large percentage increase in 1975, "at the elementary school level only 54 per cent of the province's school boards qualified for extra grants for special education by virtue of the level of service they were providing. The following year the figure"—this again is from your quote so that would have been 1977—"the figure will be 94 per cent." You pointed out that there had been a tremendous growth in the number of school boards in the secondary panel qualify-

ing for these additional grants. The increase, I think, was something from 10 per cent in 1975 to almost 80 per cent in 1977.

I would also like to refer the committee to a newspaper article on the subject of special education in the *Globe* on February 22 of this year. It stated that special education programs are to have up to \$20 million more available to them, if the ministry can talk school boards into taking the money. I'm not sure that that's the exact wording in the article but that was the implication.

Apparently, according to the ministry, of 194 special education programs in the province last year, only 11 at the elementary level and seven at the secondary spent enough to qualify for total additional funds.

The minister wrote to me on February 24, after I pursued the question through writing, indicating an additional \$24.1 million would be allocated to special education in 1978. Maybe I have these figures wrong or backwards, but certainly between what I have received and what's been in the press I think there is an explanation needed. For the number of boards that qualify, what additional money will there be in the field of special education?

I'd like to spend just a moment or two on French schools, separate school funding, alternate and independent schools. I would draw the attention of the minister and the committee to the fact that the French-speaking students attending French schools in the province are in a sense being discriminated against. I say this because the Education Act and HS-1 impose additional requirements on these students, but do not impose the same requirements on English-speaking students attending English secondary schools.

Section 265 of the Education Act states that "notwithstanding any other provision in this part, English or anglais shall be an obligatory subject of instruction for every pupil of grades 9 to 12 who is enrolled in a French-language school and shall be a required subject for a certificate or diploma issued to such a pupil." In other words, English remained a required subject in French-language schools. When a credit system was established for students at the secondary level, the obligation to obtain credits in specific courses was generally withdrawn except for the students in French-language secondary schools for whom the requirement of section 265 was maintained. Nor was the requirement of this section modified when the ministry brought back the specific number of credits in the English studies area.

Since 1973 the Association of Franco-Ontarian Teachers has requested that the French-language secondary schools should be given full status and that requirements applicable to English in English-language schools must necessarily apply to French in French-language schools.

The Ontario Teachers' Federation has passed resolutions which call for français to be given the same status in French-language schools as is given to English in English-language secondary schools. The study, "At What Cost," recommended that français be a mandatory subject of instruction in French-language secondary schools without increasing the number of designated mandatory credits. The Interface study has revealed that French-language students at the grade 12 and 13 levels in French-language secondary schools have an adequate knowledge of English and a less than adequate knowledge of français.

We are all well aware of the concern throughout Canada about the status of the province of Quebec and the future of Canadian unity. Much has been said on the subject of bilingualism. In addition to the question of discrimination against French-speaking students, which I have outlined, I also have some concern about the percentage of English-speaking secondary students taking French-language instruction. The importance of a second language for Canadians is recognized increasingly. Ontario's government gives the impression of being committed to the goals of practical bilingualism. Yet, as the Liberal member for Brant-Oxford-Norfolk (Mr. Nixon) and our former leader has pointed out, if present trends continue, French-language education in this province could suffer the same fate as Latin and almost disappear from secondary school curricula.

The percentage—according to our figures and, if we're wrong, please tell us so—of students studying French in 1976 ranged from a high of 71.1 per cent in New Brunswick to a low of 32.5 per cent in Ontario. There was a 10 per cent drop in the number of Ontario high school students studying French between 1971 and 1976. I would ask the minister to let us on the committee know of his views on these two important questions.

In so far as funding for alternate and independent schools and separate schools at the grades 11, 12 and 13 levels is concerned, our party believes the minister should without delay seek the establishment of an all-party committee to review this funding. Of course, this is not a world-shaking new revelation. We've been asking for this for

some years. It's simply reiterating the stand or policy of our party.

In the area of core curriculum, I would refer the committee to some of our discussion in last year's estimates and also statements made by the minister on this subject. Specifically, I quote from the minister's statement reported in the publication "Dimensions" in January 1977: "We are going to take a much firmer grip on what is actually being taught in the elementary and secondary schools in the province. We are going to work closely with teachers and subject experts from across Ontario to strengthen all aspects of the curriculum at all levels."

Mr. Wells explained that all curriculum materials forthcoming from the ministry in the future would be more substantive and detailed than has been the case in the recent past. He said: "We are going to give school boards and teachers more practical direction and assistance than has been our practice in recent years." In view of this statement and our debates on the estimates in 1977, I would ask the minister to give us an update on developments with respect to core curriculum.

Notwithstanding the refinements which have been introduced, parents, students and educators across the province are still asking for more direction in this area, in our opinion. We agree that curricula should continue to permit some degree of flexibility to meet the needs of individual students and that schools must serve the needs of all young people and not simply the academically talented. Nevertheless, for each subject offered in the schools of our province, it is our opinion there should be a set of basic elements which are a mandatory part of each course and to which each student should be exposed.

I would further ask the minister to give us a report on the feedback from the teachers in the province on the various new intermediate guidelines which have been issued during this past academic year. Again, this topic was discussed in the estimates of June and July 1977.

[2:00]

With respect to evaluation and reporting, I would hearken back to the submission of the work group on evaluation and reporting, which we received during the course of the estimates in 1977. I would ask the minister to inform us of any further action which has taken place on this report. The policy proposals affecting the preparation for the transition of Ontario students from secondary schools to universities and colleges of applied

arts and technology are particularly important. This working paper, which is approximately two years after the fact of the Interface study, still does not go far enough towards arriving at a satisfactory solution for Ontario's educators and students.

If this two- to three-year lapse is any indication of how long we might have to wait for something more concrete from the report of the work group on evaluation and reporting, I would urge the minister to use his influence to bring some urgency to the deliberations of this work group. So far as declining enrolment is concerned, the problem, and its effect on schools and teachers and students, has to be one of the more serious concerns of the Ministry of Education and, for that matter, politicians, parents and teachers too.

I would ask the minister—and I would hope the committee would agree with this—if for the knowledge and benefit of all members of this committee we might be able at some time in the estimates debate to set aside an hour for the purpose of having Dr. Jackson, the chairman of the commission on declining enrolment, to present to us his findings and give us an opportunity to question him on his investigations. The information that has been made available to date would indicate that the problem is virtually overwhelming and that possibly there is no single solution. I would like to commend all those people who have made submissions to the commission on declining enrolment and I would like to mention especially the fine submission made by OTF in March 1978.

Among my final couple of areas of concern are the professional activity days. It is clear to anyone who observes the actions of parents and students in the community that there is a continually growing controversy over professional activity days. Many teachers share the general concern on this subject. Some school boards have already reduced the number of these professional activity or development days; for example, Lanark, Leeds and Grenville counties. At this time, I would submit to the minister, in the light of the increasingly widespread concern and the tremendous cost to the taxpayer, that the ministry take immediate action to reduce the permissible number of professional activity days to a maximum of eight.

In the area of native studies and heritage language, let me say at the outset that the Liberal Party is in agreement with the general principle of providing native Canadians with the opportunity to study a course or courses related to their native heritage. However, we have some concern about the ministerial

insistence that the required subjects, as spelled out in HS1, not include a course in native studies. I believe this is a mistake. I would submit at this point that I'm speaking as a member who has not in this instance got the concurrence of caucus, simply because I haven't had the opportunity to dwell on this with caucus. I think there is fairly widespread agreement among our members that what I'm saying would be supported.

I would submit that HS1 could be revised to at least extend the option of a native studies course for both native and all other Ontarians. In other words, the required subjects could be two English, two mathematics, one science and any two of Canadian history, Canadian geography and native studies. We are also in favour of giving to people who are new to Canada the right to study their native language as well as their historical and cultural heritage. I do feel, however, that heritage language programs should be offered after school hours. I think my views on this were expressed adequately last Thursday in the House.

Moreover, on the subject of heritage languages, I would suggest that it is inadvisable to allow extra funding at this point in time for heritage language programs. Perhaps the minister could bring us up to date on actual costs of the program since it was introduced and also tell us what his projections are for future costs.

Finally, in a grab-bag of concerns which I hope we'll be able to spend some time on in the course of these debates, the editorial in the *Globe and Mail* on April 25, 1978 reminded all of us of the minister's 1973 prediction of the end of grade 13. Very little has been said about this topic since 1973. It is interesting to note, as the *Globe* indicated that the white working paper proposing policies affecting the preparation and transition of Ontario students from high schools to colleges and universities contains a subtle reminder of the minister's 1973 statement. I would ask, does the government intend to withdraw operating support for special university transition programs, such as those in Ottawa, Carleton and Windsor? Moreover, what is going to happen to grade 13? Will the prediction of 1973 come true?

Obviously, if the minister is contemplating some change in grade 13, there will come with this amendments to HS1, the Education Act and perhaps even to the long-awaited regulations which I understand are still at the amendment stage. I keep hearing about regulations coming out. George Waldrum

looks at me with those wonderful non-telling eyes of his. Many of the supervisory officers across the province are asking where are the regulations. When will we see them? Perhaps the minister could enlighten the committee and the teachers and students of the province by telling us more about the plans for education in the 1980s in Ontario.

I've neglected to make reference in here to a very deep concern. The minister made reference to regional offices and regional activities. I feel so strongly about these topics that what I want to say has to be researched and said more accurately than I can say now. In general terms, let me suggest to you that I'm going to bug you daily to review the activities and the role of regional offices. I see a lot of people out there who, in my opinion, are very discouraged. I see a role that is not being handled properly. I would urge you to look at it. I will talk about it more specifically in the following days of these estimates.

Thank you for the opportunity to make these introductory comments.

Ms. Gigantes: Mr. Chairman, it was less than a year ago that we rushed back from an election to carry out our duties here in the social development committee and review the expenditures of the Ministry of Education. The minister was Mr. Wells, an experienced and capable minister who has proved his skill and understanding in the area of education politics in Ontario since 1971.

The opposition critics were at a serious disadvantage. Neither Mr. Van Horne nor I was familiar with the detailed operations of the ministry nor could we be expected to have developed the political savvy that the minister has perfected in his own political operations. I think it only fair to say that Thomas Wells has been the best Minister of Education we could have had from this government during this time. I know of no other minister of this government who in recent years has shown more empathy for what the goals of his or her ministry should be and none who has more ably executed the administration of such a complex and difficult portfolio. It's important that we give that recognition because it's important that, whatever else we'll be saying in these estimates, the discussion should be understood with that perspective.

The Minister of Education would be an excellent Minister of Education for any government. He's a person of conscientious intelligence and dedicated to his work. But that recognition does not bar us from the careful analysis of the critical failings of the Ontario education system in 1978. It does not

prevent us from concluding that decisive action must be taken to save a system which is in real trouble.

The minister, of course, will refuse to acknowledge the failings we identify and he will deny the need for decisive action. His position will be understood, in part, as the normal process of political ritual, the ritual in which the government pretends that government policy is nothing less than a direct implementation of the word of God as received on tablets of stone from Mount Sinai and, in part, everything that we contribute to these discussions will be understood as a normal process of the same ritual, that the opposition would criticize even the word of God for mistakes in grammar.

We know these rituals and we know they can get out of hand. I think it's important that we also require of this minister that he acknowledge our effort to keep the political rituals to a minimum in these discussions. He will find us more able this year than he did nine months ago. We have had a few months to acquire a working familiarity with the Education portfolio and we will be better able to document the concerns we raise.

I know the minister would like to think that the more the opposition learns about his portfolio, the more we will conclude that the education system in Ontario is on the right track, that the problems in the system are marginal and that the criticisms are ill-informed, intemperate and partisan. But if he's to insist on that position, he will be mistaken because the opposite is true.

As one opposition member with special legislative responsibilities for the Education portfolio—and I am sure Mr. Van Horne feels the same way—I am finding that the more I understand about the operations of this ministry, the more anxious I become. I hope the minister will acknowledge the earnestness of that anxiety just as we are ready to acknowledge that much of his defence of the ministry is an earnest expression of his faith that the Ontario education system is a sound and excellent system and that it's a system which is headed in the right direction.

If these estimate discussions are to be more than a ritual, we need an acceptance by the ministry that our concerns are real, our questioning is with earnest intent and that our goals are the protection and perfection of the education system of this province. If the minister will acknowledge that much at least about our contributions to this discussion, then he will refrain from repeating to us that oft-repeated claim that the Ontario system of education is the best edu-

cation system in any jurisdiction in Christendom, and he will refrain from suggestion that we all observe a moment's silence so that we can thank God we don't live in Cleveland. I have heard that recently. It is more than a little frustrating to have the Minister of Education make unprovable or irrelevant responses such as these and I hope he will try to avoid indulging in them for the next few days.

Many of these concerns which we will be raising during these estimates discussions will be concerns which we have raised before, concerns on such issues as the general level of financing for the education system, the financing of special programs and the financing of the separate and alternate schools. In addition, we will be raising issues which, although they are not exactly new issues, are now taking on a new kind of urgency, such as the structure of local boards of education, the mechanisms through which parents, students and teachers can join in educational decision-making and the relationship of local boards to the decision-making process of the ministry.

If we begin with the questions involving the financing of education in Ontario, it's impossible to avoid the sense that this government has drastically revised the priority it assigns to education and that some of the gains of the past are in present jeopardy. In the last three years, the provincial contribution to the total cost of education has steadily shrunk. In gross terms where the province was providing for 61 per cent of the total cost in 1975, it is now providing for only 53 per cent of the total cost.

This pattern of a shrinking provincial contribution to total education costs was becoming evident last year but this year's estimates have confirmed the pattern in an unmistakable fashion. The inevitable results of this policy are also a good deal more apparent this year. Every week we read about new outbreaks of anguish from around the province as board after board is forced to school closings, programs cuts and teacher dismissals. The consequence of diminishing provincial support are very real and the minister can no longer pretend that they do not affect the quality of education in this province. Schools are closing, programs are being cut and teachers are being dismissed and the educational opportunities of children in Ontario are being seriously effected.

[2:15]

In the past, the minister has provided two stock answers to questions on this subject. First he informs us that the symptoms we

see are, in his own words, "purely and simply a reflection of declining enrolment." In other words, he's telling us that the dislocations, the discontinuations and the dismissals are all a natural function of the fact that there are now fewer children in the school system. But this explanation is inadequate because facts contradict his explanation.

Declining enrolment has hit the Ontario school system in a wave, with the first shocks at the kindergarten level a few years back. The wave has rolled in an orderly and predictable way through the school system until, for the first time this year, it has hit the secondary schools. 1978 is the first year of declining enrolment at the secondary level. But the funding decline was well established at the secondary level before this year.

I'll just cite figures from the period 1975 up to 1977 which are the latest figures we could get from the Ministry of Education. They indicate that, at the secondary level, the general legislative grants, those funds flowing from the province to the secondary level of education in Ontario, have shrunk from 58.9 per cent in 1975 to 48.9 per cent in 1977. That's a shrinkage which precedes declining enrolment, and the minister really cannot claim that the funding shrink is attributable to declining enrolment, particularly in that area.

The largest relative decline in the provincial share of the education cost burden is, to contradict the minister, purely and simply not a natural result on the fact that enrolment has declined. It's also, to a very significant extent, the result of deliberate governmental policy that education will not have the same priority as it once did at the provincial level.

When we've insisted with the minister that he cannot associate the current cuts in schools, programs and stuff purely and simply with declining enrolment, he then presents his fall-back argument. It goes something like this: The quality of education is not a direct result of how much money is spent on the system. Of course it's not and one doesn't have to be a Minister of Education to understand that. But it puts me in mind of that old saying attributed by many to Frank Sinatra, "I've been rich and I've been poor and, believe me, rich is better," or the variation of the same thought that's contained in the old saw that says, "Money can't buy you happiness but at least it lets you suffer a comfort."

My point is that though we can't guarantee strong financial support will produce

an education system of high quality, we can feel pretty certain that a financially undernourished education system will not have high quality. The toll for present parsimony is manifesting itself in the present and its effects will be even more tangible in coming months. As boards struggle to live within totally unrealistic grant ceilings, they must cut, cut and cut, or face the financial punishment of undertakings for which they will receive not a penny of provincial aid.

This year, the real situation for the boards is painfully obvious when we recognize that half the elementary panels, and over three-quarters of the secondary panels are costing more than the ministry's grant ceilings. Every cent of extra cost has to be applied to the local mill rate in a year when board members must seek re-election. I wonder if the minister finds this situation amusing. I wonder if he'd enjoy being a trustee these days.

The minister protests to us that if the province were to increase its contribution to the cost of education back up to former levels, local boards would continue cutting services and staff and devote the extra money towards lowering local mill rates. What his protest implies is that local trustees are totally unconcerned with consequences of cutting back services and staff, and I think he's belittling Ontario trustees.

In the first place, the problem is not one where a dollar withdrawn from the provincial contribution has to be replaced by a dollar raised at the local level. Within the financial structure imposed by the province, the grant ceilings create a multiplier effect on the local tax burden.

The results of changing provincial support from 61 per cent to 53 per cent of the total expenditures, as happened in the years 1975-78, can be cataclysmic. The Ontario Teachers' Federation brief to the Jackson commission on declining enrolment documented these results, using the conservative assumption that education costs increased 10 per cent over a three-year period.

The analysis of how the burden gets spread is grim. The provincial government saves 5.2 per cent on its share; the local board must increase the local share of the tax burden by 34.3 per cent. No wonder local boards are cost conscious. They are trapped in the structure of finances, and it does not do credit to the minister to imply that local trustees are obsessive about mill rates. To the degree that they are preoccupied with mill rates, we have the current structure of provincial financial policy to thank for their preoccupation. If that structure were not so punishing, local trustees

could better express in tangible ways their appreciation of quality services and quality staff. It is unfair of the minister to imply otherwise.

Another major concern is emerging as the result of the way that the ministry is reducing the province's relative support of education expenditures. To illustrate I will assign a value of X dollars to the total amount that the province will allocate in general legislative grants. Over the last two years the ministry has developed a methodology of tying certain portions of the legislative grants to a wider and wider range of defined programs; programs such as special education, French-language training and heritage languages.

Each of these defined programs has wide public support, for the excellent reason that each is filling a real need in the education system. But if the province continues the pattern of increasing the portions of the general legislative grants which are tied to defined programs, the portion of X dollars which is available for what might be called the "core" program is obviously reduced.

The extent of this shift from core funding is only now beginning to become apparent, and it is now being documented in figures produced by the Metropolitan Toronto board. There we see that from 1976 to 1978 the per pupil grant from the province went up by 13.1 per cent for the secondary panel, but the funding for the core program on a per pupil basis rose by only 5.7 per cent, less than 50 per cent of the total per pupil grant increase in that two-year period.

At the elementary level, the difference in the Metro board figures is even more dramatic. Here we see that while the total per pupil grant increase from 1976 to 1978 was up by 8.8 per cent, the per pupil grant for the core program actually declined by 7.5 per cent.

These are the figures for only one metropolitan board, of course, but it doesn't take much intuition to recognize that the same trend will be true to a greater or lesser extent for boards across the province. It's simple arithmetic. If the allowed increase in per pupil grants is a fixed amount, the more the province ties allocations within that amount to defined, specialized programs, the less of an increase there is available to the core program. As I have just indicated, the increase for the core program can turn into an absolute decrease.

This is a serious problem, and it is one that the ministry should analyze immediately on a board-by-board basis. There is no ques-

tion that special programs such as special education, French-language training and heritage languages must expand. But they should be expanding with funding that is separate from the per pupil allotments for the core program, not at the expense of the core program.

The logic of analysis funding mechanisms for special programs leads us naturally to a question which has been raised a million times before and which has never been answered to my satisfaction. How many of the children—most of them little boys—who run into learning difficulties in our school system would be able to move easily and without diagnosis and educational treatment through that system if we lowered primary class sizes in a dramatic way? Would it not be worth a real effort to find out?

I personally don't believe that a primary grade teacher can teach 30 children how to read. I believe a large number of children, especially little boys, get frustrated and discouraged in the first, second and third years of school and that the primary teacher doesn't have a decent chance to identify and help overcome those early difficulties. The inevitable result is that large numbers of children drift on and up through the system until the individual crisis arrives, maybe at grade five, maybe as late as grade eight or even beyond.

We all know such children and we have felt guilt that the education system leaves them exposed to a lonely fight for survival. Some of them have intense perceptual problems and would require one-to-one help from a specialist, no matter how small the primary class, but many others probably need nothing more than enough individualized attention from primary level teachers so that they have a decent chance to really master reading elements and basic arithmetic skills.

It's amazing to me that a ministry which admits that a child with a diagnosed learning problem requires special individualized help and that a kindergarten for five-year-olds should have a low pupil-teacher ratio, will also produce reports and surveys of research to support the argument that class size is not a significant determinant of the quality of education.

I'd like to quote a few highlights from one of the most recent of these studies. It's one that the minister apparently favours. It's a study that was funded by the Ministry of Education and done for the Toronto Board of Education. It must have been produced in late 1976, December 1976; it's called: *A Study of the Effects of Class Size in the Junior Grades*.

These are a few of the conclusions of this report; I quote from page 119: "Class size did not affect the amount of time teachers spent talking about course content or class routines. It did not affect the amount of time they spent lecturing. It did not affect their choice of audience for what they said—that is teachers when they changed sizes did not alter the proportion of their time spent working with the class, with groups or with individuals. The differences in the frequency with which individual pupils were addressed by teachers were large, but as noted there were no corresponding differences in the amount of time spent by the teacher talking to individual pupils. It seems, then, that pupils in classes of 16 and 23 had more individual interaction with their teachers simply because the amount of time spent talking to pupils individually was being distributed among fewer pupils." Now, what is that supposed to tell us? One could guess all that, if one just thought about it.

A quote from page 121: "Smaller classes were more likely than larger classes to be described as quiet and less likely to be described as having 'lots of noise'. This finding seems logical, as a small number of people would be expected to make less noise than a large number of people; however, no data were collected which might indicate that noise levels were disruptive for any class sizes and there are no criteria for suitable classroom noise levels." How can we take that seriously?

Part of the report was a survey of parents and teachers, their opinions and attitudes towards smaller classes: "The parents' opinions and attitudes collected at the conclusion of the study provided another perspective on the study. The parents were considerably more accurate in judging the present size of their child's class the second year—71 per cent correct—than the size the first year—55.6 per cent. Parents preferred the smaller classes and tended to make positive comments about sizes 16 and 23 and negative comments about sizes 30 and 37. It's remarkable that 29.1 per cent of the parents did not think that class size affected the cost of education. It's possible to interpret the responses to these questionnaires as showing that parents have their educational awareness focused on the present without necessarily considering the effective changes beyond the way in which they might affect their child now. It must not be forgotten that smaller class sizes require more teachers, more classrooms and more money."

So we are presumably to conclude that if parents had thought about the cost of it

they wouldn't have been making positive comments about small classrooms. This kind of material. Mr. Chairman, is it proof of anything?

[2:30]

Hon. Mr. Wells: Can I interrupt here? I don't know whether you're aware of it but that study won the award for the best research design at a recent meeting held by the American educational research people.

Ms. Gigantes: The design of the study may be fine, Mr. Minister, but the content of the study is useless to us when we look at the education system in Ontario.

Hon. Mr. Wells: Without editorial comment, I would just point out to you that it did win an award and was hailed as a very excellent piece of research.

Ms. Gigantes: It may be. Certainly, I will say this to you—and I think it's only fair to say it—that the people who wrote the report were very careful in limiting how the results of the report might be applied. They said it didn't apply to any other kinds of classes except junior grades. "It's essential to note," and I quote, "that these findings cannot be generalized to all levels and kinds of education." I don't think they can be generalized to anything, as a matter of fact. "This study was based on students in junior grades and the results cannot be applied to primary grades, to kindergartens or to nursery schools. These results cannot be applied to secondary schools or university either. In addition, at the higher levels of education, classes usually operate on rotary timetables"; and so on.

One of the other things I found interesting in this report was the statement of the researchers about their assumptions: "The researchers assumed that the influences of teachers and students were more important than class size and designed the study accordingly." While I can't question the design, I can question why that design was used and I can certainly question the content and conclusions of the study.

I will remind the minister, Mr. Chairman, that last year when we discussed class size this was the report he was citing. I find it difficult to take this material as proof of anything. I think it's time we started to get serious about the realities and to think about these questions in a serious way. I don't think they're funny questions; and I don't think this kind of report is really good, it gets me angry.

Hon. Mr. Wells: I don't disagree with you, if you want to draw those assumptions about it, but the trouble is that as soon as someone—and I'm not sure that you or I are any

exception—but as soon as we latch onto a piece of research that proves exactly what we want to prove we quote ad infinitum from it without ever going into the detail, the ifs, ands or buts, which are probably the same as that. We all know that groups have quoted from some Columbia University study that was done eight years ago and which said lower class size improved pupil learning, or some such words; that one sentence of it has been quoted ad infinitum. I've seen it in numerous speeches, and yet when you go into that research all the qualifiers that you've put in could be applied to it as well. All we're saying is that research always has to be taken and considered in the light in which it was done and it all adds to our body of knowledge.

Ms. Gigantes: Mr. Chairman, this is a question we will obviously take up under research when we get to the item, but my point here is that I'm not depending on research alone for my feelings. I've depended on talking to parents, to teachers, to kids about classroom size; I think that we have to admit that no teacher is going to be able to teach 30 six-year olds to read. I couldn't; I don't expect anybody else to be able to either. I think it's an impossible job; we all know it's an impossible job.

Hon. Mr. Wells: You were in a class of 48 and I was in a class of 48.

Ms. Gigantes: I'm going to continue, Mr. Chairman, in spite of the interruptions.

I was in a class of 30 and 30 per cent of those kids were out of school at grade eight, and the same applied in the minister's school.

Hon. Mr. Wells: I was in a class of 48 and they can all read.

An hon. member: How many of them got to grade 13?

Ms. Gigantes: It's an impossible job, and we know that too many of those six-year olds will simply turn into the walking wounded of the school system. Isn't this the perfect time to introduce the reductions in class size that would help the primary teacher and would save those children the frustration and later failure that is now built into the system?

I turn again to the brief of the OTF—to the Jackson commission—with a question which, for me, sums up the whole situation best.

"Will the next generation, because they are fewer in number, receive a less substantial education and have access to fewer educational opportunities than those who preceded them? Declining enrolment should not be an excuse for closing schools, usually the small schools, for cutting programs, always for the most disadvantaged students; and

dismissing teachers, usually the youngest teachers.

"Declining enrolment should be the reason this province can move forward educationally, and the first major step to take is to reduce primary classes in a dramatic way. The children who will benefit in grades one, two and three, are the children who won't be educationally paralyzed by grade five or eight."

There is no doubt in my mind that the public would wholeheartedly support such a move; there is no doubt at all. There are certain things in this life that people believe are important and they are willing to invest in them. A decent start in the school life of children is, I believe, one of those things.

Public involvement in educational decisions is the last topic I would like to raise in these opening remarks. When we met last year to discuss the Education estimates, I asked the minister to inform himself and us about the numbers of school closings in the province. Even by last year, the anxiety and anger of families surrounding the issue of school closings, program cuts and teacher dismissals was becoming evident. That anxiety and anger continue to grow.

There is no established mechanism by which parents and communities can expect to receive full information from boards about the decisions that are being contemplated. There is no established mechanism by which parents and communities can present their opinions for open discussion with boards. There is no established mechanism by which parents and communities can appeal the decisions of boards, and in a period where boards are being caught between the devil of declining enrolments and the deep blue sea of financial drowning, the result can be the destruction of respect and trust between a board and its electors.

If this is the way the minister would like to see things go, then the "hands off, let them fight it out at the local level" policy will achieve what he wants; but if he cares about the continuation of a constructive relationship between boards and their electors, he will begin to develop some mechanisms through which boards and their electors will work towards mutually satisfactory decisions about how to handle declining enrolment.

The experience in Ontario with full-time municipal representation, well-developed mechanisms for community participation in planning decisions and the development of a ward system of election based on real community lines has provided us with a good model for the ways in which to begin planning for new kinds of school board structures.

The question of wards for school board elections is a vital one. There is an enormous sense of distance between many Ontario communities and their schools and all the Education Weeks in history won't overcome that sense of distance unless people in communities can feel a direct relationship between the board members who are elected and the schools for which that board member is directly responsible.

Time and again I have been struck by the frustration and helplessness experienced by parents who, individually or in groups, are trying to influence school board programs or board decisions. They don't know how to begin because more often than not there is no board member who is directly responsible for particular school areas. What so often looks like apathy on the part of parents is really a numbed sense of resignation because they simply don't know where to start to express their concerns to an elected board member who is directly elected by them and to whom they could legitimately appeal for support.

Where wards do exist for school board purposes, they may be wards which resemble the old strip wards rejected by the Ontario Municipal Board in a precedent-setting decision of the chairman, Joseph Kennedy, in 1969. The OMB, as you will recall, had been presented with two plans for the designation of wards in the city of Toronto; a plan based on so-called strip wards slicing through existing communities and joining together communities of wide ranging differences, and a plan based on block wards. It's interesting to look back now on the judgement of Mr. Kennedy and see the reason he cited for his decision. I'll just read from part of those reasons he provided:

"These two plans, in the board's view, represent two different schools of thought as to the proper basis for division into wards. The strip plan is based on the principle or doctrine that in large municipalities it's wise to have a ward representing a cross-section of the city if possible, so that each individual member of council may be taken to represent all the divergent problems and issues representing every part of the city, having been elected in a cross-section ward which will be affected by those various issues and problems.

"On the other hand, the principle behind the suggestion that the city be divided according to the block plan is that each alderman would have a more compact area to serve and will find in the area he represents the special community problems that pertain to that particular area of the city. This latter approach is said to result in greater confronta-

tion around the council table among aldermen who represent these varying problems as they change from area to area.

"In the respectful opinion of the board, the block plan approach for wards is preferable to the cross-section plan since it creates a greater tendency, indeed a greater achievement, in having the various conflicting problems from the different areas debated around the council table rather than having such debate occur within the conscience, so to speak, of each individual alderman."

That was Mr. Kennedy in 1969, and I believe his wisdom on this question has been well demonstrated by the high quality of municipal government in the city of Toronto since that decision was put into practice. I believe that the principles involved in his decision should be applied to the creation of wards for school board elections. Electors of school boards should have the opportunity to hear the various conflicting problems from the different school areas debated around the board table, rather than have such debate occur within the conscience of each individual board member.

When electors can identify the debate and identify who should be directly responsible for presenting their particular concerns in the debate, only then will school board electors have a real sense that they can influence the school board decisions that affect them most intimately.

The size and complexity of school board operations in Ontario today is frightening and unnecessary. There is no good reason why the local decisions in education must be carried out by boards of such size and complexity, except if the object is to deliberately place a distance between families and communities and the schools within those communities. I think it is time for us to undertake a reconstruction of the relationship between communities and their schools and to develop the representative structures and the mechanisms that will permit communities to join in the decisions of the education system.

I have tried to be brief in these opening remarks and have tried to indicate the general areas I would like to discuss in a more detailed way. There are many other questions that will be raised during the course of the estimates discussions. I would also like, if I could, to just take up two or three points with the minister right now. I was curious about his comments in his opening remarks about the stress he wishes to lay on morals and values education in the Ontario educational system over the next few months and years. I would like to know what he means by that.

I would also ask him if he has the information, which we've asked for before, about how many minutes of how many days are being set aside in Ontario schools for French language training, French as a second language and special education programs; and under which board's jurisdiction? Thank you, Mr. Chairman.

Mr. Chairman: Mr. Minister, would you care to respond to the critic's comments?

Hon. Mr. Wells: Thank you, Mr. Chairman. First, let me answer those last two questions. Regarding the information you wish about the number of minutes concerning special education, we have that available. The French is being obtained, but I don't know whether we have it available now. As for the special education, if you would like it personally delivered to each of the critics it would probably be a lot easier. If we table it in the House I am afraid it is going to strain the resources of Hansard. It's a computer printout about six inches thick. Is that okay? It is up to date.

I think that probably we can get into a discussion on morals and values education in the estimates at some point in time. This, of course, certainly is not a new topic. As you know, I guess we started off being—

Ms. Gigantes: My curiosity was stimulated by what seemed to be a new emphasis on it.

Hon. Mr. Wells: No. It is just that you've heard it new today, because actually I got most interested in it about four years ago at a conference at OISE that the Ontario Education Association started. I delivered a speech on it then, when we sort of started school boards all thinking about it, setting up parent committees and working on projects; and since then Clive Beck, who is here, and others have developed new resource books for the schools and the process has been going on in a lot of school boards for the last four years. It's emphasized in all our curriculum guidelines that this should be one of the components of the curriculum, and I think that it is gaining momentum in a lot of school areas. The whole idea of morals and values education as part of the total curriculum is recognized as something that should be there and is there.

[2:45]

Ms. Gigantes: Could we get a copy of your speech?

Hon. Mr. Wells: Yes.

Ms. Gigantes: Have you made recent speeches on this subject?

Hon. Mr. Wells: I don't think I have made any complete speech on the subject, but it

has been included in a lot of remarks I have made. We can send you some of the recent books that we've sent out on it. There is a recent one that Clive Beck did, and there are others that have been sent to schools.

Ms. Gigantes: Mr. Chairman, could I also ask at this time, simply because I think of it right now, whether the minister could on a regular basis make sure that we get copies of his speeches and that our research teams get copies?

Hon. Mr. Wells: I would have thought that that should be done.

Ms. Gigantes: I find I am getting more speeches from the Minister of Labour (B. Stephenson).

Mr. Van Horne: We get a lot of John Rhodes and Claude Bennett.

Hon. Mr. Wells: They must be running for something.

Ms. Gigantes: We don't get your speeches, so we don't know what you are saying to whom.

Hon. Mr. Wells: I will be glad to see that you are put on the mailing list. You should be on the list, somebody has slipped up if you are not. We will be glad to see that you get them and we will see that you get all the various things we've sent out on morals and values education.

Mr. Van Horne: Could I interject here, with Ms. Gigantes' concurrence? Is it fair to suggest there is additional pressure coming from various church groups, not just in general terms of morals and values, but for the very specifics of what goes on in the school opening activities; the opening prayer, the national anthem, the things which are spelled out in the regulations? Is there pressure coming from that side?

Hon. Mr. Wells: I wouldn't say there is a lot of pressure. I don't think there has been any more pressure or any less pressure. We get letters on a regular basis, not a lot but so many every year or every month, from people concerned about those exercises. There is certainly no intention on our part to limit those exercises. I saw someone the other day questioning why we opened every school day with the national anthem, O Canada. I certainly would not be in favour of dropping that.

Mr. Van Horne: No, I am not suggesting that I would either. I do think it's timely, though, because there's a group in London called the London Council of Churches, which is an interdenominational group, and they have asked me to attend a meeting with

them to listen to their brief on religious exercises, and it came as news to me. That meeting will take place in about three weeks' time. I am wondering out loud if you have had similar pressure.

Hon. Mr. Wells: Certainly we have had groups approach us from time to time. The new regulation, which you referred to if I could start with that, regulation 191, revised, should be completed and out by June. It has within it some slight amendments to that section. It still requires the national anthem and a prayer of universal appeal. I think that is as far as it goes. It removes some of the requirements that scripture readings be chosen from books the ministry put out, books which we have long since ceased to put out, and things like that. It updates it, but it provides for a prayer of universal appeal which allows the school to work out something.

Perhaps I could just quickly comment on a couple of things, Mr. Chairman. I think most of the comments could legitimately come as we debate the items that have been raised by both the critics. There are a lot of good suggestions, some I agree with, some I will perhaps take issue with, but certainly they can be discussed as we come to the votes.

What I would propose to do is note the remarks; I'll have a little time to analyse them before the committee meets again on Monday and then we will be able to slot them in and respond to them and discuss them at the various points they come in the estimate.

I just thought I would mention briefly a couple of things. One is the comments of the member for London North about Bill 100. I, of course, have had meetings with the various groups about refinements in Bill 100, and I suppose once the process is finished again this year we will perhaps do that again. I am not sure that I feel we need to involve a committee of the Legislature in that process until we are ready to bring forward, as a government, some amendments to that bill. I appreciate that he feels there are some concerns in it. I think there are some procedural concerns in the process that could be looked at and I think suggestions have been made that they could be amended but I really do not feel we are ready to make any changes in those fundamental principles in the bill.

I think the principle of sanctions, after a due and properly constituted process, is there; and the way to solve those sanctions is also presented in the bill. My friend carefully read from part of the Globe and Mail editorial but stopped short of going up to the solution that the Globe and Mail editorial

writers suggested. They, of course, have never approved of Bill 100 and have consistently felt that it should not have been adopted the way it was. In other words, they don't feel that strikes and lockouts belong in the educational process. However, that was not the decision of this Legislature when we passed the bill and I have to say that really some of the more scholarly analysis that's being done of the bill and of the processes that have taken place under it really show, I think, that there was great wisdom in our passing that bill, and that while we all certainly feel very strongly about the disruptions that have occurred, we realize they are minor compared to all the contracts that are settled in this province. Nearly 190 out of 200 have been settled without any problem in this last round of bargaining, but we forget that; the bill, in the process, has really been working quite well. I guess the truest statement I have ever heard—and I know some people will take exception to it—was by one of the federal deputy ministers, in what I thought was a very thoughtful speech in this area. He said recently that in the public sector, barring a few very essential industries, all you do if you prohibit the right to strike and lockout is create illegal strikes. We all remember the kind of grey area we used to have before we had Bill 100, and I don't think we would want to return to that. However, that doesn't mean we are all not concerned about any areas where the young people are not in school, and I think we are all working to make sure that settlements come about in those particular areas.

Special education funding; we will get a chance to discuss that in detail, but the section that you were referring to, I think, is the budget for the ministry branch of special education and our special schools, which are also being hit by declining enrolments, therefore I think we can justify a slightly decreased budget in that particular area. The actual funding of special education programs at the school board level is in the general legislative grant; it's in a specified part of the grant and there's about \$20 million more available this year.

That money is distributed by the special education weighting factor maximum being lifted, and the figures that the member read concerning school boards—11 out of 123 at the elementary level and seven out of 71 at the secondary level—indicated the number of boards now spending at the new maximum ceiling and which, therefore, are unable to take advantage of the new money that's available. But it does mean, for instance,

that at the elementary levels all the boards except the 11 have an opportunity to go up to that new maximum and generate more money and more grants for special education. The money is generated by the board putting in the programs and then it qualifies for the grant, not on a previous year basis but on an actual current basis so that the money goes out as you initiate the programs.

We can agree or disagree on whether we should or should not do that, whether it's taking from the core program, whether the core program has enough money or needs more money; but the fact remains that if we are to show some leadership to boards in saying that we think you should do more in special education, we have to designate some of that money or it will never provide an incentive for the development of special education programs. There is about \$20 million more in the general legislative grant this year, through weighting factors, to encourage the new special education initiatives we have been talking about.

In the area of professional activity days, I know that's a very hot topic with a lot of people these days. I really don't feel we should take any initiative in that area. I think all of us who really talk about autonomy for school boards should realize that we have left that as an area of autonomy for the local school boards. We set out a flexible school-year plan, and the boards, given certain ground rules like the minimum number of teaching days, can develop within that a school year which allows for professional activity days. If they do not wish to use those days, a board can so design its school year. I think that's the way it should remain; teachers should be involved in that; the parents should be involved with their board; and after they have all had a good discussion about it, they can come up with what is best for their particular area.

In the area of declining enrolment, I don't think any useful purpose could be served by having Dr. Jackson appear here now. I'm not sure whether you meant now or at some future time.

Mr. Van Horne: I said during the course of the debate, during the 20 hours that we have here.

Hon. Mr. Wells: I don't think that any useful purpose could be served; in fact it probably would be a bad precedent to have him appear here at this point in time. I think once he brought in his final report, it might be a good exercise for the committee to meet with him, but I think that since he is a commissioner appointed under the Pub-

lic Inquiries Act—and any of us are certainly free to make presentations to him or to go and discuss things with him—we should wait until he brings in his report. Then, if it looks as if we would like to talk to him, it would be a possibility.

Incidentally, Dr. Jackson's interim report should be ready soon. I am waiting for it to come from the printers. I had expected it quite a long time ago, and I gather it is still at the printers. He's been looking after the printing. I'm told it's being bound now. We'll get it to you as soon as it is available.

Ms. Gigantes: Is there some idea of when it will be available? We could probably have a look at it before the estimates are completed.

Hon. Mr. Wells: It has no recommendations. It is a background paper, 300 pages long. It should be available next week or within days. What we really need is his final report after he's held the hearings. You have to remember this compilation was done before he held the hearings, and now he has got all the really meaty reports from the groups. Then he has got to come up with some suggestions to us, including things covering school closings and methods of grants and so forth. Really, until we get that report I am not going to move into saying what we would consider in so far as school closings are concerned.

I know it is a very difficult subject; a lot of people feel there should be mechanisms available to appeal school closings, to talk to somebody else about them rather than just your local board. I think there may be a point there, but I would like to wait and see what he recommends. I think what we have to remember is that we spent a lot of time and money in the 1960s when we were snow-balling along building schools; to think that we're not going to have to close schools somewhere as enrolment declines is naive. Notwithstanding all the other good things that can happen, at some point in time you are going to have to switch the use of some of the buildings, because there just isn't going to be any justification for their remaining as operating schools. However, that's up to local boards.

[3:00]

Mr. Kennedy: The final report by Mr. Jackson is due in June, is that correct?

Hon. Mr. Wells: It is due in June, but I would suggest it will probably be a little late. It will probably be a month off, if this one is a month off.

Mr. Kennedy: I thought the committee might be interested to just have that date refreshed in our minds.

Hon. Mr. Wells: I think he is hoping to get it by August now, but I want his final report before we finalize our planning for next year's budgeting, because I think that is important.

Mr. Van Horne: The problem it creates is that next year's budget will be brought on line, assuming that all things remain relatively the same, in March of 1979; and assuming again that the report will have some recommendations that will have a significant bearing on how school boards handle surplus properties and how they might expand busing and so on and so forth, you are looking at 1980 and some of them have real problems right now. I don't know how you can speed it up.

Mr. Cooke: Some school boards have taken initiative on their own because they couldn't wait for the minister.

Hon. Mr. Wells: There is nothing that says they can't take initiative on their own. I'm just talking about some of the things we might do that might be quite different from the initiatives that are presently being carried out but will come about after we get Dr. Jackson's report. I don't really think we can act in some of those areas until that happens. I think everybody has impressed upon him that we need it as quickly as possible.

Ms. Gigantes: As I recollect, enrolment is supposed to start increasing again in 1984. You will just have your mechanisms all set up and—

Hon. Mr. Wells: That, I think you will find, is one of the assumptions that Dr. Jackson doesn't agree with. Right there you will have an argument. He maintains, as I recall from some of our discussions, that the theory that enrolments are going to start increasing by 1984 will not happen, and in fact we may not see anything like the kind of increase even back to where we were a few years ago until some time after the year 2000. If that is the case, things are a little more desperate than we thought.

My deputy minister reminds me that he uses the phrase, "The myth of the echo of the baby boom". I think that Stats Canada is even somehow convinced that maybe this is going to happen, that in 1984 and 1985 they are going to start back up, but he seems to think that that is not going to happen and we are going to find that there isn't an upswing and there may be levelling off. People will probably disagree with him, but that is what he feels.

During your opening remarks you asked how I would feel being a trustee today. I am sure I would feel comfortable being a trustee today just as I felt comfortable being a trustee in 1961. I see the rate of provincial support in 1961 was 38 per cent, so obviously things were not particularly rosy back in those days.

Mr. Cooke: The mill rate wasn't as high either, though.

Hon. Mr. Wells: The amount that had to be raised by the mill rate was proportionate. It may have been before the boom and inflation wasn't present the way it was today. Also, I recall during the seventies the mill rate didn't go up at all. In fact it went down because of the direct financial actions of the government here in the fiscal policies. So what we are really talking about is allocations of money, government fiscal policy as that relates to education and to local property tax. We get all of these things tied together. We get the government fiscal policy, which is a budget of seven per cent—

Ms. Gigantes: That is where you see your priorities.

Hon. Mr. Wells: —for this year. That is seven per cent. I agree with you; you say, "That's where you see your priorities," and you may feel the priority is not high. I think my colleagues who are here would vouch for this statement, that most of my cabinet colleagues think that we have about the highest priority; the only ministry that gets higher priority is Health, Health and Education are always looked upon—

Ms. Gigantes: You mean the biggest.

Hon. Mr. Wells: —as the richest ministries.

Ms. Gigantes: Which is different.

Hon. Mr. Wells: I know, but when you sit on the side of the table where we sit, with 20 ministries and all of them looking at their budgets, and some of them looking at either decreases or no increase in their budgets, and they look at Education, you realize they feel that we are getting our share and more.

Ms. Gigantes: You are getting less than you did, and that's what I am saying.

Hon. Mr. Wells: You are now into the second part of what I was talking about. That is the policy vis-à-vis the local mill rate and the total cost of education. First of all, we feel that just as we are cutting costs here and holding freezes on staff and so forth, those kinds of initiatives should be taken by education and municipal government at the local level. We feel in this period, as we feel the federal government must also do, we can't

then turn around to them and say "Just go ahead and increase."

We feel that restraint practice has got to be effected all the way across. I think boards are now doing that and it is manifest in the very things you have indicated. I'm not saying it critically of you, that you and I feel differently about them. You feel that manifests something bad that shouldn't happen. Some people will say that money was so good for so long that people went wild in education, building and buying the latest fad. It doesn't hurt at the minute to be a little cost conscious; to look around and close a few schools that have to be closed and to cut out a few programs.

As a matter of fact, I guess we have a difference here in this committee, because my friend the Liberal critic has asked if we could list some of the programs we have cut out.

Ms. Gigantes: I don't think he means which programs in school, I think that he is talking about ministry programs.

Hon. Mr. Wells: That's right. That is very valid, but at the same time I would turn and say to a school board, "What programs have you cut out? Is everything that you ever started and ever done really viable?"

Ms. Gigantes: If you are going to take that point of view, Mr. Minister, it seems to me you get yourself in a position where I would like you to be able to defend what is happening at places like Riverdale Collegiate right now. Can you really defend that and say those are unnecessary programs?

Hon. Mr. Wells: I really can't see that anything is going to be seriously detrimental to the system at Riverdale Collegiate. I have met with the principal, the directors and the students. I realize it is a bit traumatic and part of the problem is caused because, as you know, some extra teachers were left there longer than the formula allowed, so therefore the shock comes in a much greater degree right now. I can defend what is happening at Riverdale Collegiate and I think it can be adjusted and compensated for.

Ms. Gigantes: I don't.

Hon. Mr. Wells: I think that kind of thing is happening all over.

Ms. Gigantes: It sure is.

Hon. Mr. Wells: We are now hearing people say, "Why are you cutting out all of these programs?" I fully believe that special programs such as remedial English should stay. They are also looking at all kinds of other programs, and I'm saying we are as much to blame as the next person because we encouraged these programs, but the spinoff,

where we have been offering 50 and 60 different subjects in schools to people, as things tighten up a bit some of those options will not be available. Who says that is wrong?

Ms. Gigantes: If you are cutting off remedial English in an area that needs remedial English, that is wrong.

Hon. Mr. Wells: I think if the Toronto board really wants to then that can be compensated for at Riverdale Collegiate. I think that part has been a little overplayed. The fact is that the staff allocations that were negotiated with the secondary school teachers established certain patterns of staffing at Riverdale Collegiate. Those are now applied. The Toronto board has to stick with those.

Ms. Gigantes: That's to say that the formula is the absolute decider of what is required in terms of the school in a certain area. I just can't accept that kind of logic.

Hon. Mr. Wells: Do you accept free collective bargaining for working conditions?

Ms. Gigantes: Of course, you have to do it, but the kind of resources that you have allocated to the Metro board simply doesn't permit them, within the formula, to keep on with programs which are vital programs.

Hon. Mr. Wells: I don't know that that is the case. As I recall, the mill rate for education in Metro is going up 3.5 per cent. In other words, there is no unjust burden being placed on anyone in Metro that I know of.

Mr. Cooke: That's for sure. You can't just look at the 1978 mill rate.

Hon. Mr. Wells: All I can look at is the fact that they negotiated a formula. The formula is applied and the Toronto board also has a way to get around that if it wants to assign some extra resources. There is room for a one mill levy on secondary in Metropolitan Toronto to get around that.

Ms. Gigantes: Yes, but one mill is not going to be able to solve the problems this year or next year. It's also unreasonable to me that you should say they're raising the mill rate by three and a half per cent; as I pointed out, with the analysis that was provided by the OTF to the Jackson commission, the ability of the ministry to diminish its contributions by five per cent means that in order to make up that funding a local board, over a period where costs are rising, has to increase its allocations by something like 34 per cent.

Hon. Mr. Wells: I don't think that the ministry has dealt unjustly with Metropolitan Toronto.

Ms. Gigantes: That's an act of faith on your part.

Hon. Mr. Wells: No, it's not an act of faith. It's a statement of reality. You've stood in the House and told us that we shouldn't raise OHIP premiums. I just ask you, would you stand up and vote in favour of any other tax in the House except a raise in the corporation tax?

Ms. Gigantes: Of course we would.

Hon. Mr. Wells: What tax would you stand up and vote for education?

Ms. Gigantes: We had this discussion last year. We went through a long discussion with you. It should be funded on a progressive tax basis.

Hon. Mr. Wells: In other words, you'd vote on an increase in the income tax in order to give more provincial support for education?

Ms. Gigantes: Yes, and I'd get a lot of public support for it, too.

Hon. Mr. Wells: Would your leader vote for it?

Ms. Gigantes: Of course. He said that in his budget debate speech. Did you read his comments on your budget?

Hon. Mr. Wells: I read it, but they never seem to quite come true, because I just get the impression that when the crunch comes you probably wouldn't vote for any increase in provincial taxes.

Ms. Gigantes: That's not true.

Mr. Van Horne: The minister is being provocative.

Hon. Mr. Wells: No, no; I'm just trying to get at the point.

Ms. Gigantes: We consider the property tax system to be a regressive system and we dislike the situation where more and more of the burden of the costs of education are put on the local taxpayer, on the property tax system, which is regressive. You know that, we've spoken about that many times before.

Hon. Mr. Wells: No, I don't agree with that. I think it may not be the most progressive system, but it isn't as regressive as you say. Sixty-eight per cent of the people who are pensioners in this province either pay no education tax or they get back in the property tax rebate an amount greater than what their education tax is. So, in fact, for those people progressivity has been brought into the property tax. That also applies to a lot of other people through the—

Ms. Gigantes: It does indeed, but it's still not a progressive tax. It is being used more

and more by this government for the funding of local services, including education.

Hon. Mr. Wells: Tell me, why is it a regressive tax if through a system on the income tax which you make out and which decides what income tax you pay, a mechanism changes—if you accept your words—a regressive property tax into a progressive one for a lot of people—

Ms. Gigantes: For some people.

Hon. Mr. Wells: —why is it an insidious tax then?

Ms. Gigantes: Because the credit system does not meet all the regressive features of the property tax system.

Hon. Mr. Wells: It meets a lot of them though.

Ms. Gigantes: Some of them.

Hon. Mr. Wells: We, of course, are going to improve the tax credit system. I don't think it's the greatest system in the world, because most people don't give us credit for that system. They get the cheque back from the federal government. The fact is that it does make the property tax system a lot more progressive than people are willing to admit.

Ms. Gigantes: A lot less regressive.

Hon. Mr. Wells: A lot less regressive, a lot more progressive; I guess it depends whether you're a pessimist or an optimist.

Ms. Gigantes: We're quite willing to admit that property tax credits help take some of the regressivity out of the system.

Hon. Mr. Wells: Yes.

Ms. Gigantes: We don't like the property tax system because it is essentially regressive and we don't like the fiscal policy of this government which increasingly loads the cost for local services—including education—onto that system.

[3:15]

Hon. Mr. Wells: Anyway, we'll obviously have a chance to discuss that a little more when we get to that item, and perhaps I'd best refrain from any more comments in answer to the general criticisms, except I just want to say I've got the guides down here, and I'm sure my friend the member for London North has seen them. He was talking about native studies and studies of the culture of our native people and so forth in the school curriculum. I want to assure him that native studies are a very large part of the total school curriculum and these resource guides are out. Particularly in areas like London and in the areas around the Six Nations

reserve, very excellent programs are now being given.

There's a primary, junior and an intermediate resource guideline now, and a senior one is being worked on. The components are all there. Up to the end of grade eight the program is a mandatory one, this is all part of the program that they now take. I have great trouble suggesting that we substitute a native studies program for the mandatory Canadian history, and I really—

Ms. Gigantes: Especially when they look like travel brochures.

Hon. Mr. Wells: Which, these?

Ms. Gigantes: I wouldn't substitute that for Canadian history, I must say.

Hon. Mr. Wells: These are very good resource guides. What I'm saying is that I really don't think we should get back to where we were a few years ago when we had Canadian studies and we said there had to be two mandatory courses in Canadian studies. We had such a variety of courses that in some cases we found people were taking perhaps one of these native study courses, which was fine, but in other cases taking cooking in Peterborough county and classifying that as a Canadian studies course. The intent was that there be a Canadian history course as part of the mandatory guideline, that's really what we're trying to preserve. However, we're working with the London board, and hopefully we're going to work something out down there to everybody's mutual satisfaction. I always have hope.

Mr. Van Horne: I'm delighted to have that response. I would like to pursue it, although I'm not sure this is the right time. I do think there is merit in having some conversation about the place of native studies in our curriculum.

Mr. Chairman: We'll deal with vote 3001.

Ms. Gigantes: Before we begin that I wonder if we could have an explanation. At the beginning of our book there are various pieces of information. If we turn to what would be page five, I guess, although it's unnumbered, we have, under special projects, a listing of the funding of "French language initiatives." I don't understand how this relates to the estimates as they are presented to us. Where does this fit in or is it just tossed in at the front?

Hon. Mr. Wells: This is a compilation of French language initiatives that have been taken in the last year and that are represented throughout these guidelines. You'll find them in all the different votes, but we pulled

them out just so that they would be visible, because to a large degree, a lot of the increase in the budget here is because of some of these French language initiatives.

Ms. Gigantes: I wonder if you could identify this—the bottom of that page has a note: “The ministry will not be given commitment authority for \$2,351 million of these funds unless and until the federal government makes an additional commitment to reimburse the province to this amount.” Where is that \$2,351 million located in those votes?

Hon. Mr. Wells: It's located throughout. We now have that commitment and it's already in here. In other words, if we don't get that money from the federal government we've got to get some other money, somewhere.

Ms. Gigantes: Would you explain how that comes about?

Hon. Mr. Wells: It comes about because at the time of the development of these estimates we were still in our negotiations with the federal government about some more money. This is above and beyond the formula payments and the regular payments we were getting. There was all the talk about more money from the federal government for the French school system and for French as a second language; and as the discussions went on I must say that our hopes were for much more than \$2.3 million.

Ms. Gigantes: The \$2.3 million extra?

Hon. Mr. Wells: Yes, \$2.3 million extra. As our discussions went on this looked like the figure that we would likely get and—

Ms. Gigantes: Can you give us an estimate of how much of the total French language initiative laid out on that page—the total is \$11,751,000—comes from the federal government?

Hon. Mr. Wells: That's a little hard to do. I can give you the figures of the total amount we get from the federal government, but what isn't shown on this page is the extra money that's provided to school boards as a straight payment, a general legislative grant addition for the French as a minority language or French as a second language program; that's got to be included in the total down here and then I can tell you the total amount that we get from the federal government.

I'm told that the federal transfer amounts to about \$37.9 million. Now that, I note from here, does not seem to have the administration cost. I am wondering whether that amount had the administration cost? Anyway, that's the amount that's generated because of the second language program and the minority

language program; it amounts to \$37.9 million.

Ms. Gigantes: Can you give us an estimate of how much of the general legislative grant paid by the province goes for French language initiatives?

Hon. Mr. Wells: I just want to make sure that the figures all jibe. I think we sent you a sheet with some figures on federal transfer payments for French as a minority language, didn't we?

Ms. Gigantes: I don't recollect having seen that.

Hon. Mr. Wells: Well anyway, it looks to me as if the total grant is about \$64 million.

Ms. Gigantes: Does that include the kind of funding you would be providing in any case through general legislative grants on a per pupil basis; or is that exclusive? In other words, if you had to run French language schools as English-language schools, for example, you'd be giving certain per pupil grants anyhow.

Hon. Mr. Wells: Right.

Ms. Gigantes: I'm trying to find out the funds exclusive of normal level funding.

Hon. Mr. Wells: Yes, this is above. In other words, they get the core grant, as you were calling it, for all their pupils—English, French, French-language school and so forth. If they have so many who qualify—and I think that's 75 per cent or more of their program in the minority language—they then qualify for \$150 at 100 per cent. So they get \$150 for every extra pupil they have for those French-language programs; and that's given to the school board.

Ms. Gigantes: Could we have that figure again?

Hon. Mr. Wells: It's about \$64 million. And that's also extra money for students who take French as a second language; that's included there too. They get a certain amount above the normal per pupil grant if they are taking French and that varies depending upon the hours they have accumulated.

Ms. Gigantes: Right.

Hon. Mr. Wells: They get paid at 75 per cent. The board doesn't get the 100 per cent; they get 75 per cent. If it is \$90, they get 75 per cent of \$90.

Ms. Gigantes: So then we could say that if we added the \$11,751,000 on this page involving special projects, added in the \$37.9 million from the feds and \$64 million that go

in through legislative grants, that would be the total cost of all—

Hon. Mr. Wells: You should add the \$9 million, not the \$11 million. \$2 million figure listed down here for some of these special things is already in the \$64 million figure I gave you. So you add the \$9,297,000 and that gives you the total.

Ms. Gigantes: So about \$110 million?

Interjection.

Ms. Gigantes: That's the \$9 million and \$64 million, plus \$37.9 from the feds.

Hon. Mr. Wells: Where did you add the \$64 million to?

Ms. Gigantes: I added the \$64 million you've just identified to the \$37.9 million from the feds—

Hon. Mr. Wells: No, no, you can't do that. The \$37 million is what the feds give us, and we pay out the \$64 million.

Ms. Gigantes: I see.

Hon. Mr. Wells: Do you follow what I am saying?

Ms. Gigantes: Yes, I follow what you are saying.

Hon. Mr. Wells: So you can't add that.

Ms. Gigantes: So it's the \$9 million and the \$64 million. And we could say—

Hon. Mr. Wells: Yes, the \$9 million and the \$64 million gives you \$73.2 million. Of the \$73.2 million that we identify as programs for French language above and beyond the regular we get about \$37.9 million from the federal government, or we raise \$35.3 million ourselves.

Ms. Gigantes: Good. Thank you very much.

Mr. Chairman: With the agreement of the committee we will take each item under the vote. Perhaps the minister would like to introduce his people who will be taking part in consideration of these estimates.

Hon. Mr. Wells: Yes, Mr. Chairman, I would be happy to. First, sitting on my left is the deputy minister, George Waldrum; sitting against the wall starting at this end is Dr. Harry Fisher, assistant deputy minister, education administration division—

Mr. Wildman: With their backs to the wall.

Hon. Mr. Wells: With their backs to the wall, that's right. Coming in the room is Ethel McLellan, assistant deputy minister, administration and financial services. Next is Gerard Raymond, assistant deputy minister, Council on French Language Schools, and Bob Thomas, assistant deputy minister, program division.

Over here we have Roly Fobert, who is my special assistant; and Ian McHaffie, executive assistant to the deputy minister. We've got Mary Barclay, who is the head of our budget services division; David Lyon and George Peek; Phil McAllister, of our legislation branch; Larry Kent, my executive assistant; Bob Copeland, who is also in our legislation branch; and Gaetan Filion, who is the director of the Language of Instructions Commission. Doug Lawless of the Education Relations Commission was here but I guess he has gone. We have David Walker, Ontario Educational Communications Authority and Cliff Pitt, the director of the Ontario Institute for Studies in Education; he is accompanied by Clive Beck, who will be happy to give you an autographed copy of his book right here; and then Stacey Churchill and Dr. Mark Holmes. OISE is well represented.

Did I miss anybody, Mr. Chairman? We all recognize Wendell Fulton but he's not going to testify as part of the ministry presentation. We asked him but he declined.

[3:30]

Mr. Chairman: I wonder if the committee would agree to a rough division of time with respect to these estimates. We have a little less than 18 hours left. The second vote is the big one. I'm wondering if we could allocate, perhaps four hours to the first vote, eight hours to the second and four hours to the third vote. Would that be satisfactory?

Those are rough divisions, but if we could more or less keep to that it would be helpful in trying to divide up the remaining time. Would the committee agree with that rough division?

Ms. Gigantes: Yes. Considering the number of items and the importance of the items in the second vote I would tend to think that if we can steal hours from the other two votes for vote 3002 that we should try and do that.

Mr. Chairman: All right. We'll proceed on that basis then.

On vote 3001, ministry administration program; item 1, main office:

Mr. Chairman: Shall item 1, main office, carry?

Ms. Gigantes: I have some questions I would like to ask.

Mr. Chairman: Mr. Van Horne?

Mr. Van Horne: Mr. Chairman, we're all on the same pages here; the page I'm looking at is 12. There's an obvious large increase and I think we can all read the notes that are there. I just wonder if the minister would

like to make a comment before we pursue it with any particular questioning.

Mr. Chairman: That's item 1, main office, Mr. Van Horne?

Mr. Van Horne: I think that's what we were talking about; item 1, page 12, general activity information. One section spills over into the other, I would guess.

Mr. Chairman: I'm going on the basis of the estimates book which shows—

Mr. Van Horne: I'm going by the other book, the background book.

Mr. Chairman: The estimates book shows \$12,992,600 for this year. Last year it was \$13,045,200, so there's actually a reduction.

Mr. Van Horne: No, I'm looking at the wrong page then. I defer momentarily to Ms. Gigantes.

Ms. Gigantes: I was going to go ahead and I don't mind returning. I was going to go ahead to another item in the main office vote. I'd like to just check with the minister if the—

Hon. Mr. Wells: I just wanted to double check to be sure. The big increase there is that we've got the OECA transfer payment in this vote; it was in another vote last time.

Mr. Van Horne: We are agreeing on the numbers. We are, in fact, on the right page. Why would you move that particular item out of curriculum and over to main office?

Hon. Mr. Wells: I think it was moved mainly so that all those transfer payment allotments would fall into the one vote. As you can see on page 10, we've got all the grants there; we brought them all over this years.

I can argue both sides. I could argue that it's really their role and that the main thrust of the service performed by what OECA does with that money is certainly a part of the curriculum. In fact it's the total thrust. But it has been done just so we'll have all those payments listed in this vote; probably the financial people get together and decided that was the better way they'd like it done.

Mr. Van Horne: If we can spend a moment or two with that particular branch of the ministry, then obviously that department, OECA, has to have a fairly high listing in your priority system, is that a fair statement?

Hon. Mr. Wells: Yes, OECA provides—

Ms. Gigantes: I don't like to interrupt, but I have questions I would like to ask on items that come before the accounts we have for OECA.

Mr. Chairman: Is it my understanding that part of the OISE vote is under the main office?

Hon. Mr. Wells: Yes, if you look it's right here; see, "main office." This is the breakdown of this total, main office vote. There is a further listing.

Mr. Chairman: I see; okay, I'm sorry. Ms. Gigantes?

Ms. Gigantes: Yes, the OECA description comes up on page 29. I have questions that relate back to page 23. I would like to ask a question or two about the James Bay Centre and other items that come before the OECA in our book, if we want to go at it that way.

Mr. Chairman: Perhaps we can allow considerable latitude and deal with it now. I have no objection, if that's what you would like to do.

Ms. Gigantes: Sure, fine.

Mr. Van Horne: If that's the case—

Mr. Chairman: Would you like to go ahead, Mr. Van Horne?

Mr. Van Horne: Yes, I don't mind sticking with this one and I would again repeat the priority is high, obviously, for OECA.

Hon. Mr. Wells: I'm sorry, I was—

Mr. Van Horne: We are going to stick with OECA for a moment, if that's okay with you. The comment I made is that this is high on your priorities, obviously. When one looks at what was estimated last year it's the exact same amount of money; and yet you put that beside OISE which has taken a considerable cut.

Hon. Mr. Wells: The financing of the Ontario Educational Communications Authority is done primarily through the votes of Culture and Recreation. The vote we have here is a sum of money that we put in our estimates for the communications network to produce films and audio-visual material that can be used to supplement the curriculum. It's my understanding that even with this payment we are paying less money in than they are expending on behalf of actual in-school programs. That has to be differentiated from the so-called open sector, or the general TV Ontario presentations which all of us see from time to time and which are in the form of adult education in the open sector.

Ever since the transfer of this function out of the ministry—actually educational television began as a branch of the Ministry of Education quite a long time ago and developed into the Ontario Educational Communications Authority—we have always main-

tained a sum of money in our budget for that particular function. Yes, it is a priority item; and yes, we feel it's useful. Their programming is helpful in a lot of areas. One of their new series, Read Along, has been very successful. I think they have sold it in the United States and so forth, and it is being used—

Mr. Van Horne: I appreciate that, and I would suggest to you that both Ms. Gigantes and I have taken the opportunity to visit the facility and talk with the staff and the director. I just simply have to wonder, if things are as tough as we are all led to believe—and I think they are tough financially—then how can you continue to put that amount of money into an area of activity which might well be handled by private enterprise? When I say “you,” I’m talking not just of the Ministry of Education but of the government. Does this come in front of the cabinet as a priority item each year?

Hon. Mr. Wells: Yes, it's considered both as a part of our estimates; and then of course, as you know—I think you have already done Culture and Recreation here, haven't you?

Mr. Van Horne: Yes.

Hon. Mr. Wells: So you know there's about \$11.3 million in their estimates for it. It's done when they come up, and it also is looked at in the total context of the authority as an operating emanation of the provincial government in their total funding, and it was there—

Mr. Van Horne: Without putting words in your mouth, then, this is a cabinet, Conservative government priority, as opposed to being singularly a priority of the Ministry of Education?

Hon. Mr. Wells: I think that's right. The portion we are putting in is our priority, yes; but the total priority setting as far as the funding goes is also total government supported priority.

Mr. Van Horne: In the various studies you do from time to time, do you sample the effectiveness of those programs, other than through the questionnaire type of inquiry that goes out to schools and teachers the odd time? Is there any sampling of public opinion on either the effectiveness of the program; or of the whole Educational Communications Authority for that matter?

Hon. Mr. Wells: I think the OECA themselves do a fair amount of sampling on their programming. Probably more of it is done on the open sector than it is on the in-school

broadcasts, but if you want we can give you some of the figures on the use of the school curriculum programs. We certainly have found that they have been effective. As you know, they are used quite widely, not just for reception at the time they are broadcast but they are either videotaped by the schools, or they are available all over the province on the VIPS program, so videotapes are made available to many, many schools which can run the programs whenever they want.

Mr. Van Horne: I have no further question on this at this point, Mr. Chairman.

Ms. Gigantes: I have some questions I would like to raise with the minister, but I would like to say first of all, Mr. Chairman, that if the critic for the Liberal Party is suggesting that OECA should be disbanded and the work of that authority should be handed over to the private market, I think he's dead wrong. I think there is a place in this province—there has to be a place in this province—for an authority such as this one—

Mr. Van Horne: I don't recall saying that.

Ms. Gigantes: Well, I don't know where your questions were leading then if that wasn't what you were intending.

Mr. Van Horne: I will ask questions in the manner I choose to ask them.

Ms. Gigantes: I will make the conclusions I choose to make about the questions you ask, too. I feel the work the OECA is doing is enormously exciting, both from a point of view of being a frequent viewer of OECA productions myself and also from having a chance, as Mr. Van Horne pointed out, to take a look at the programs that are being developed in school programming.

However, I was glancing through a report of the Ontario Association of Education Administrative Officials recently done as a task force appointed to review the operations of the authority. There were several questions in that that seemed to me to indicate a need for a review of some of the ways in which the authority is operating, particularly in the area of evaluation of the use of programs and the linkage of the programming with the school curriculum.

[3:45]

I wonder if the minister or one of his officials could comment on the findings of that task force and the indications in the task force report that resources and services could be better known and could be better used; and also that there could be a better linkage between the programs created by OECA and the normal school curriculum and courses of study. I would also like some comment, if I could get it, about the findings of the task

force that there are areas of this province quite clearly identified within the study done in this report, where there is obviously a feeling on the part of school officials and teachers, as well as board officials, that the kind of program OECA is carrying on is not reaching some areas of the province; the north shore particularly was the area most clearly identified as being an area where there is a real feeling that there is a lack of an attempt by the authority, or lack of a strong enough attempt, to have the work of the authority benefit that area.

Hon. Mr. Wells: I just want to point out to you, and maybe some of the others can answer this, that our money here is not considered part of the money they get for the expansion. In other words, the expansion of the broadcasting facilities, that's the part of the operation that's looked after by the Ministry of Culture and Recreation, the open sector broadcasting. Our money, basically, is for the development and screening of these educational curriculum programs. We take part in the discussions as part of cabinet discussions on expansion of OECA, but we feel that as far as the schools are concerned, if they aren't in the area where they can receive the programs live they have a good video tape service so the schools can get the programs anyway.

Ms. Gigantes: That doesn't jibe with the findings of the task force. The people who were surveyed were 110 directors of education; 800 supervisory officials; 1,000 randomly selected principals, directors, supervisory officials, and principals and teachers. We're not just talking about the public part of the programs of OECA. If there is some way in which this surveyed group can clearly identify in the north shore area that OECA is not being as effective there as it should be, or as effective as it seems to be felt to be in other areas of the province, then what we were clearly talking about is the educational component.

Hon. Mr. Wells: Perhaps Mr. Walker would like to comment.

Mr. D. Walker: They also included the coverage component.

Ms. Gigantes: This is why I felt that what the minister was saying was really not an adequate response.

Hon. Mr. Wells: Would you like to respond to that, Mr. Walker?

Mr. D. Walker: I think the OECA, within the grants provided, has several ways of reaching the schools. One is through the purchase of networks from the CBC and

private stations, and that particular area is covered in that way.

The other is through full-time transmission. Those grants, as the minister has pointed out, for the broadcast of 15 hours a day is provided through the Culture and Recreation grants.

Ms. Gigantes: My friend, and colleague from the north shore area probably has a few questions he would like to direct to Mr. Walker. It might be appropriate to do it now.

Mr. Wildman: What relationship is there between OECA's coverage area and the fact that the CBC itself doesn't have broadcast facilities; nor are there private station facilities in a large section of the north shore?

Mr. D. Walker: In a large section that is quite true, but there is some penetration of the signal in some areas. What OECA attempts to do under those conditions is to provide, at particularly subsidized prices, the VIP service for those schools. I can certainly find out for you what use of VIPs materials in those schools happens to be, if that's useful to you.

Mr. Wildman: It would be useful, because there are a large number of communities along the north shore, especially the eastern section, that simply get a Toronto feed from CBC Toronto. There is no local television.

Mr. D. Walker: But the network service does include the school service.

Mr. Wildman: It does; what I was saying, though, that's why I wanted to know the relationship between that type of system used by the CBC to reach that area, which even the CBC will agree is inadequate, and the educational programming that is carried by the Toronto CBC outlet. I would appreciate it if you would look into that.

Ms. Gigantes: I'd like to know, too, if Mr. Walker could make any comment on the effect of having the same amount of money through the Ministry of Education this year as last. What will that mean in terms of what you wanted to do this year but which you may not be able to do?

Mr. D. Walker: The inflation on the kind of goods and services we buy from the private sector is roughly nine per cent; when we are flat-lined in this way, we've obviously got a reasonably substantial problem. Depending on what can be worked out—for instance, the negotiations for the purchase of the sort of network time we've been discussing have not been completed—we may or may not be able to extend the same kind of service. My own feeling is that we're going to have great difficulty in extending or

developing radio service in any way; and I'm not talking about extending radio networks but about the provision of new programs for radio service.

Ms. Gigantes: On this point, the task force reports seem to indicate that the people surveyed—and I may be going too far in my paraphrasing of it—could do without the radio service more easily.

Mr. D. Walker: That's why I'm saying what I'm saying. That is possibly one way in which we will be able to cope with the funding situation.

Ms. Gigantes: Do you mean by cutting back on your radio service?

Mr. D. Walker: That's correct. As the minister mentioned, moneys from the revenues which the board gets from other grants have been allocated to supplement what has been provided through the Ministry of Education grants; so I would characterize the situation as a spending level of perhaps \$300,000 to \$400,000 above what is funded through Education actually finding its way into programs for the schools.

The question was raised earlier about the utilization in the schools, and that continues to improve. We find that about 40 per cent of kindergarten teachers in the province, about 51.5 per cent of primary teachers about 43 per cent of junior teachers, about 30.5 per cent of intermediate teachers and about 28 per cent of secondary teachers are using these materials regularly. That results in approximately 100,000 viewings a month. So the materials are quite well used. They're not used as much as we would like, but they're making some significant contribution, we think, to learning.

Ms. Gigantes: How will the authority react to the suggestion that there needs to be a better linkage between certain special course areas and the curriculum in general and the programming that the authority is providing?

Mr. D. Walker: We'd want to study it in a good deal of detail. The report, as we understand it, has just got through its final stages in the OAEAO. Certainly we have a long history of involvement with professionals of various kinds in the preparation of our programs. That's the only way in which they could be made. We have recently begun to solicit this support around discipline committees—committees that are dedicated to a particular kind of study. But the emphasis we have had is always on formative research; that means we seek the opinions and the attitudes of teachers and, incidentally, of students, during the course of the production of the program, so that when the production is

ready to be broadcast or distributed by VIPs to the schools, it has experienced a series of evaluations and it has the confidence of professionals that it is going to work.

Ms. Gigantes: Where do you think this comment is coming from then?

Mr. D. Walker: I really can't speak for the organization, I don't know. I think there is a desire to make sure that students get the best possible materials and I think that professionals who are attentive to those needs probably would like to review materials as often as possible. It's an expensive process. We certainly are anxious to help in that kind of evaluation, but I can't tell you exactly what we might do in this particular case.

Ms. Gigantes: When you talk about the process of evaluation and also the kind of production comment that you seek, and evaluation at the production stage, can I ask about the possible links with the Institute for Studies in Education in terms of research into the kinds of areas in which you are doing programming? We had a chat, a group of us from the NDP caucus, at OISE just a few days ago and asked about whether there was a research link between the two bodies. We were surprised to find there seems to be very little.

Mr. D. Walker: I don't know what's little and what's much. The minister has referred to Readalong. Readalong was created partly through the efforts of Ken O'Brien, who has held a faculty appointment at OISE while doing that work. That's been a very intimate connection.

There has been earlier discussion of programming for French schools. The Sunrunners is the main project we have to assist French-speaking students to speak English, and the developmental work on the Sunrunners was largely done at OISE. It also is a very successful series. I think if you speak to teachers in French schools in the province you will find that many of them are using that particular set of materials. So I think there has been a significant contribution from OISE to the kind of work we do.

Ms. Gigantes: I suppose my curiosity was aroused because some of the programs you are creating at the authority seem to me to be programs at the very frontier of learning research. They really are; they are great. They are exciting and it seems to me there should be a natural kind of link-up. Obviously it has happened in some areas, but I just wonder if you have the feeling it might be productive to have a more general kind of co-ordination of areas of research with

OISE? Do you have any feelings on that subject?

Mr. D. Walker: We are a very odd kind of organization in that we are a hybrid between educators and communicators, and sometimes that calls for particular research. I think the need for that kind of research was recognized by the drafters of the legislation under which we work. There was a specific stipulation that research into the objects of the authority be performed by the authority. That's a very enlightened approach to making sure there is always research connected with the development of programs. There are some kinds of research that are obtainable at OISE, there are some kinds of research that are obtainable elsewhere. The general attitude of our own research department is that they will reach out to get the kind of specialized work they need and will go to a variety of sources for it.

[4:00]

Items 1 and 2 agreed to.

On item 3, supply and office services:

Ms. Gigantes: Mr. Chairman, I have really got confused here. I beg the indulgence of the committee. There are a couple of other questions I wanted to raise, but they are obviously under item 1 and I didn't have it straight in my own mind. I wonder if, with the indulgence of the committee, we could go back for a couple of moments?

Mr. Chairman: All right, Ms. Gigantes. We have 10 minutes. We'll permit some latitude here.

Mr. Wildman: You're a very flexible man, Mr. Chairman.

Ms. Gigantes: I was hoping that we might have some brief description from the minister or some of the ministry officials of what the situation is now at the James Bay Education Centre?

Hon. Mr. Wells: I'll be happy to get you the latest information. The vote that we have here is strictly a grant that we now give to the James Bay Education Centre each year. The educational function, in so far as it involves the Ministry of Education, is now handled by school boards—elementary, Roman Catholic and a secondary school board. The education centre—

Ms. Gigantes: There are a number of things that were in flux the last time we had estimates.

Hon. Mr. Wells: We've just got the annual report, it just arrived.

Ms. Gigantes: There was negotiation, if I recollect, going on with the federal government over various items last year.

Hon. Mr. Wells: Do you want me to just read this? It's about the best thing I can do. It only arrived in the last day or so, and I haven't even had a chance to read it myself.

Ms. Gigantes: Perhaps there are some comments that his official would like to make about the current state of affairs. Then we could have a look at the report later. That would be fine with me.

Hon. Mr. Wells: Dr. Fisher can maybe comment. Our involvement in the process is really not very great any more. The recommended solution was that the James Bay Education Centre deal with the various government ministries that were operating the programs there and we would give them just the grant that's in here each year as an extra grant to take care of any unaccounted for expenditures. Harry, do you have any comments?

Dr. Fisher: I think the reference was to negotiations between the board of governors and the Ministry of Colleges and Universities through Northern College. Those negotiations, according to the information we have, had not succeeded at all in bringing apprenticeship services up to the north shore or James Bay. The board of governors, according to our information, has refused, after several meetings, to work with Northern College to allow those courses to be placed through the college and through the James Bay Education Centre in that area. That's all I have in front of me.

Ms. Gigantes: You don't have any indication of the source?

Hon. Mr. Wells: I guess you would probably get that under the Colleges and Universities estimates. They'll probably be able to tell you all about that. We don't have anything on it.

Ms. Gigantes: Is there any plan to increase that basic grant or is it \$100,000 for the rest of time?

Hon. Mr. Wells: Certainly not at the minute there isn't, no.

Ms. Gigantes: Okay. Thank you, Mr. Chairman. Did you want to ask a question on this Ron?

Mr. Van Horne: Mr. Chairman, I did, in the introductory comments, make reference to OISE and the obvious slash they are realizing.

Ms. Gigantes: I have a question that comes on an item before that—within item 1.

Mr. Van Horne: Okay, but I'm not sure the minister is going to answer the question I raised at some later point.

Ms. Gigantes: I was going to raise OISE too.

Mr. Chairman: All right, Ms. Gigantes; and then we can come back to you, Mr. Van Horne. The point that Ms. Gigantes raises with respect to the James Bay Education Centre and OISE is under item 1.

Ms. Gigantes: Yes, and I had another question concerning the Centre franco-ontarien de ressources pédagogiques.

Mr. Chairman: We can deal with that, and perhaps after that we can get on track.

Ms. Gigantes: I wonder if the minister would give us an explanation of the accounts on page 25 for the Centre franco-ontarien.

Hon. Mr. Wells: What particularly would you—

Ms. Gigantes: The new grant; you will notice under 1977-78 estimates there is an item of \$300,000 starred; and the star reads, "This is a new grant paid out in mid-year not provided for in 1977-78 printed estimates." Can you explain that?

Hon. Mr. Wells: The centre, and our decision to fund it, came sometime after the estimates had been passed. This was provided for, I presume, by Management Board order at a time when the House wasn't sitting. It would have been reported in the normal process, the way the Chairman of Management Board (Mr. Auld) reports it. This year the commitment is for \$500,000.

I think you are aware of the centre, it is operated by the French-language groups in the Ottawa area to provide learning materials both for the schools in the Ottawa area, and in fact all around the province.

Ms. Gigantes: Was the \$300,000 meant as a start-up grant, or was it meant as a half-year operational grant?

Hon. Mr. Wells: I think it was meant as a start-up, half-year grant, whatever you will; the idea being, as I recall their presentation to us, they indicated they needed \$500,000 a year to operate the centre.

Ms. Gigantes: You would expect that this item would not be like the item we looked at with James Bay, the \$500,000 will increase to reflect inflationary factors. What is the commitment of the ministry? That's what I am asking you.

Hon. Mr. Wells: There is really no commitment beyond the commitment to continue to fund it. If you were to ask me what the commitment is, I suppose it is to try to get the \$500,000 next year. With all the gentlemen from OISE sitting here, they will probably tell you that we probably are com-

mitted to do certain things with all these groups to which we make funding available, but until we get down to the actual budgeting each year in these items, we don't get a chance to really look and decide what the level of funding is going to be.

Ms. Gigantes: Is there any relationship between the creation of this centre and the cut in the OISE budget?

Hon. Mr. Wells: No. This is all part of our French-language initiatives. I don't think what they supply in any way duplicates OISE. It's an operation that was created to make available curriculum guidelines, learning materials and so forth for the French-language school system. It was operated on a shoestring for a number of years, as I understand it, sort of getting going as an outgrowth of the Ottawa separate school board. It has developed into something that I think is serving the whole area very well.

Ms. Gigantes: Is there federal funding to the centre?

Hon. Mr. Wells: No.

Ms. Gigantes: It is exclusively provincially-funded.

Mr. Van Horne: I would like, Mr. Chairman, to go back to the question of the fairly significant reduction in the budget of OISE, or at least in the grant to OISE. I would at the same time remind the minister that I asked a fairly general question about the priorities.

Certainly OISE, which has a unique feature, has to be wondering out loud if they are going to see this uniqueness eroded. If funding is not forthcoming, how can they survive? The feature I am referring to, obviously, is the field work feature, not the graduate studies necessarily or the research end of it.

I have to wonder how these people can plan, keeping in mind that they have centres out in the province that involve not just work but people. How can they possibly plan if they are going to realize a reduction such as this? As I understand the time-frame, the beginning of the picture started to form roughly in the late fall and now the reality is there; so in the course of maybe four, five or six months at the very most, they have to realize a very significant cut in their funding. Will there be a further cut in their funding in the fiscal year 1979-80? What can these people expect?

Hon. Mr. Wells: If you are asking me if there will be a cut in the next year, I would hope and assume not. I approach this with mixed feelings. We have had a tough job within our own budgeting process. We had

to look for various savings within our ministry. We've actually had to swallow a lot of program increases ourselves and swallow inflation in some places.

It has affected us in staff and in some of the program areas of our own. We then had to look at some of the other areas, and as I say it's not easy to make some of these decisions but we felt that for this one-time basis that we could perhaps effect the cut that we have here.

As you are probably aware—because I am sure you've talked to the people at OISE—they are funded by a variety of sources. There is the block grant from the Ministry of Education; there is the contractual research, which they obtained from the ministry and which they fight for by project; and there are the grants in aid. There is then the funding for the post-graduate students from the Ministry of Colleges and Universities; and there is the amount that the Ministry of Government Services pays on the lease-purchase arrangement.

When I look at what I have before me here and when I add all those together, we actually end up with a total that is going to be very close to last year. It will probably be \$300,000 less than last year; that's the amount that they will have to operate on. That's a flat line minus \$300,000, which is not an easy thing to operate on in this kind of fiscal climate, but that's roughly where they will end up.

Mr. Van Horne: But you still have to face the inflation thing—

Hon. Mr. Wells: Oh, yes.

Mr. Van Horne: —because of the other things your staff make reference to—

Mr. Kennedy: It's a remarkable turnaround by the Liberal Party, I might say.

Mr. Van Horne: Hang on, if I may answer that.

You've got an agency here which is unique. I have been accused by one of the other

members of this committee of talking the OECA people out of business. I am going to keep hammering away, as I indicated, at a few themes; one of them is quality and another is priority. I have to have some kind of empathy for the people whether I am in total sympathy with their function in the whole process or not, I've got to have some kind of empathy for these people who are trying to carry on. I speak to them; I speak to as many people as I can in your various departments or parts of your ministry. I am, apparently, now being accused of speaking in support of OISE; some members of our party have said from time to time, I think, that the first thing that would happen to OISE is that it would have its doors closed. I think we've got to be a little more responsible than that, and I'm not going to be held responsible for what other members of the Liberal caucus have said in regard to that particular facility. I am speaking my own thoughts.

Ms. Gigantes: I would like to give notice so that we can consider this item still open.

Mr. Chairman: Really, Ms. Gigantes, it has been carried and we're on item 3. I did permit some latitude because—

Mr. Van Horne: We'll find a way to get back to you.

Ms. Gigantes: I would just like to indicate that I would like to question what is happening on this particular budget cut with OISE and this is the only section under which we will be able to do that. If I could just leave that one open for a few brief questions when we next meet—

Mr. Chairman: All right. Shall item 3 carry?

Item 3 agreed to.

Mr. Chairman: We'll adjourn and reconvene after question period Monday next.

The committee adjourned at 4:15 p.m.

CONTENTS

Wednesday, April 26, 1978

Opening statements: Mr. Wells, Mr. Van Horne, Ms. Gigantes	S-379
Ministry administration program	S-402
Main office	S-402
Supply and office services	S-407
Adjournment	S-409

SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)
 Cooke, D. (Windsor-Riverside NDP)
 Gaunt, M.; Chairman (Huron-Bruce L)
 Gigantes, E. (Carleton East NDP)
 Kennedy, R. D. (Mississauga South PC)
 Van Horne, R. (London North L)
 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)
 Wildman, B. (Algoma NDP)

From the Ministry of Education:

Fisher, Dr. H. K., Assistant Deputy Minister, Education Administrative Division
 Walker, D., Executive Director, Ontario Educational Communications Authority



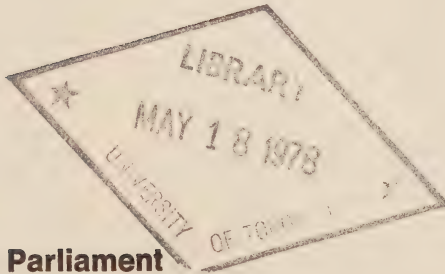
No. S-13

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Education



Second Session, 31st Parliament

Monday, May 1, 1978

Clerk: Roderick Lewis, QC

Speaker: Honourable John E. Stokes

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. (Phone 965-2159).

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

MONDAY, MAY 1, 1978

The committee met at 3:35 p.m.

ESTIMATES, MINISTRY OF EDUCATION (continued)

Mr. Chairman: Mr. Young had something of concern in relation to today. Perhaps he could raise his item of interest immediately.

Mr. Young: Mr. Chairman, thank you very much for the opportunity. Actually, I was asked by the member for Etobicoke (Mr. Philip), who was chairman of another committee and could not be here today, to raise a matter of concern to him and to a good many others of us. It's a matter which I think is a little difficult for the minister and for everyone of us really.

I'm just wondering what the minister might have to say on the total situation today because it's a matter which I think all of us are immediately discussing with our constituents. I gave to the minister a paper which, I think, came to his office last September. I would just read a couple of excerpts from it.

It says: "Under present law, a parent must send his child to either a public or a separate school, both of which require the teaching of Christianity. Alternatively, the parent may send his child to an approved sectarian school where the child's religion will not be challenged by contradictory religious morning exercises. In this situation, the parent will be required to pay high tuition fees because the Ontario government has steadfastly refused to fund these schools. The present Conservative government justifies this position by claiming that the public school system is non-sectarian and available to all children."

The paper mentions that the Etobicoke Board of Education does permit certain exemptions, if the parent is opposed to the religious exercises in classes in the supposedly non-sectarian public school. The exemptions, which will segregate the child and make him appear as an oddity to his fellows, are as follows: arrive late in order to avoid the religious exercise or class, wait outside the classroom in designated areas or remain in the classroom provided he maintains decorous behaviour. In other words, he should not challenge the presentation made by the teacher or the clergyman.

This problem was faced by at least one group in our society. Recently, with the very large influx of people from all over the world into our province, this matter has been raised with me and, I know with many others in a rather concerned way. I have talked to some people and they say to me: "We're new. Our children go and listen. We don't like it but we don't dare raise the issue because of the fact we are immigrants" and so on. You know the general feelings and the general approach.

Some years ago, in the last decade during the sixties, we came up against this problem and we appointed the Keiller Mackay commission to look into the whole situation. In 1969, Keiller Mackay and his committee produced a report in which they made certain recommendations, chief of which were that religious education should be removed from the public school system and that certain other activities ought to be undertaken in place of it. I think that search was carried out with rather open minds and a great many people thought this would result in some changes.

I have here a copy of a speech by the minister at a conference of the Ontario Institute for Studies in Education on February 15, 1974. I want to quote a couple of things from that, because the minister at that time was really searching for results in this whole field and perhaps was not finding everything he wanted. This is perhaps a generalization, if I might say so, but the minister did range through the field.

He said: "We have been for some years now encouraging and assisting teachers in Ontario to use teaching methods based on inquiry. We have encouraged open-ended studies that lead to further questions in students' minds, rather than the unquestioning acceptance of half-digested facts and opinions. I know there are thousands of teachers who will be able to teach in ways necessary to accommodate and respect the widely divergent views of our young people." I presume those views are religious as well as everything else.

Then, there are references in another section of the speech. There are several of them, but in the interests of brevity I'll just mention a couple more. He said: "The events

I've described, both historical and recent, show that the search has been difficult"—and certainly, we all agree with that—"lengthy and continuous for acceptable ways to deal with moral education in the schools." Then he added: "I think perhaps we need to consider new ways of accomodating some form of religious education in the public system for those wishing it, as well as moral education."

Can it be done? Many people think it should because, as I have already said, for them religious and moral education are the same thing. I do not think this must be so. The experimentation, I think, will support this. However, I hope ways can be found, particularly in the intermediate division as well as in the senior division of a curriculum, for elective courses in religion for those wanting them in addition to the world religions course.

Since that time, I am not sure—perhaps the minister can tell us what results have come; certainly out of this is now the announcement that there will be credits in the separate school system for religious education; and the question in the minds of a great many people today—and I have been queried about this, just during the past few days—is whether this means that the same credits will be offered in the senior section—particularly, the public school system—and, if it does, what does it mean in the way of fragmentation.

I suppose one of the inevitable results of any leader of any philosophy who may propound doctrines and beliefs that are different is the fragmentation and the institutionalization of his particular philosophy. We've seen that in Christianity and in Judaism, where each group felt it had the truth cut out of that particular message, if you can call it that particular message. So you had the general fragmentation of the whole church, if you can call it that, down through the ages, with each group feeling it has the final message, although that's not true of all.

But, again, what does this mean? If we are going to give credits in the public school system, does it mean that each denomination—Moslem, Hindu, Methodist, Baptist, Presbyterian, United Church, Pentecostal—that all groups will be allowed to come in and give those instructions and fragment the group of students and from that some sort of credit system can emerge? I don't know whether the minister can solve that one or not.

A question emerges in my mind too. In Clive Beck's outline he makes some rather

startling statements but among them let me read this: "Also, in making sound moral decisions one must face up to the fact that normally one can help only a limited group of people. Moral principles that require us to treat everyone alike are seldom useful. Students should learn how to determine the population to which particular acts of kindness and usefulness ought to be directed." Now, does that mean, again, the fragmentation of the people to whom we direct love and charity and goodness? Or is the idea of universality possible in religious faith? To me, it ought to be. But to many it just can't be.

So I raise these questions with you, Mr. Chairman, and ask in connection with all this where the Keiller Mackay report fits in? Has it been lost sight of? Is it the kind of report that we pigeonhole and then say, "It had a lot of good things but likely it's impractical in the kind of world and the kind of civilization in which we live"? Can the recommendations of this report have a bearing on the kind of problems that I have raised today and the kind of direction in which governments seem to be going or not going at the present time?

[3:45]

Again, I don't raise these questions to try to raise controversy in any real way but there is concern there among our people. I think a good many want to know answers we can't give. Perhaps the minister could share with us some of his thinking in this whole field and tell us the direction in which he is thinking we might progress in the days ahead. I'm not here to quarrel, I'm here to get information.

Hon. Mr. Wells: Mr. Chairman, I'd be most pleased to state my views on this particular matter. As my friend knows, since certain articles have appeared in the press, this has become a topic of great interest and, I guess, it's the one topic in education in the last few weeks that has elicited more desire for comments from the minister and more interest in the media than perhaps any other in the last couple of months; I must say—even more so than Riverdale. I can't believe the number of people from all over the province who are phoning to get comments about the religious credit issue.

Let me just quickly, then, give you my impressions, feelings and philosophy in regard to this issue that I've tried to follow since becoming minister in 1972.

I read the Keiller Mackay report as have, I'm sure, all the members of the committee and most people in the school system. I

think it was a good study, and it was done by a cross-section of people who believed we had to find some answer to this whole question of morals and values education. I think the position that I have taken in regard to the Keiller Mackay report and this general topic is consistent with my predecessor's. Certainly, the Minister of Culture and Recreation (Mr. Welch) and the Premier (Mr. Davis), when they were Education minister believed that the Keiller Mackay report was good and we should move in the direction of its recommendations, but that we weren't going to move in the direction of the recommendations that would wipe out what is presently there in the school regulations until we had something to replace that with.

Therefore, we moved along in their general recommendations that there should be some component in the education system concerning morals and values education, not particularly a course, but something that permeated the whole system, that could, when it is in place, obviate the need for—and I will admit this—in particular the Protestant-Christian religious education program that was introduced back in 1943 or 1944. That's what we've all been working towards.

I was going to say there isn't much opposition to that; that would be a wrong statement. I think it's not universally felt that we should even be looking for a morals and values education component by everybody, but I think the majority of people, both in education and without, think that there should be this component in the school system. Of course, there's no question that those who are connected with the Roman Catholic public school system where we support up to grade 10 definitely feel that that component should be there, and it should be there in the form of a very organized and well-articulated program of Catholic Christianity which is taught in their system and which includes all the morals and values education and so forth that, of course, flow from that religion.

You quoted from my speech of nearly four years ago, we embarked in the ministry and with the education community on a program of trying to encourage, through local development at the school board level, morals and values education programs. We felt it had to be something that the parents were involved in, the local teachers were involved in and the local school board was involved in.

So we took the work that Clive Beck and others at OISE had done and we coupled that with a program from the ministry and myself asking boards to appoint committees, to start seeing how or whether this could

serve the needs of the local education system; and we started off on a process, I think, of making people become more aware of this whole morals-values component of the education system with the ultimate aim that if we arrived at a fairly universal adaption of this in the system, some of the present regulations regarding religious education could, perhaps, be dropped. We haven't arrived at that point yet and the going hasn't been all smooth.

A lot of school boards have made great headway in this area, and not without a lot of opposition from certain groups in their own schools. Some people agree with this kind of approach and others don't. Others feel that you can't have a morals and values education or a morals and values component, unless it is founded or based on one of the world's great religions, and that to try to teach it otherwise is folly. Others say it can be a part of education and that there are certain universal morals and values components that can be part of the curriculum.

The argument goes back and forth. In different areas we find different approaches. We find boards like Halton, Simcoe and Scarborough, which come to my mind and others that have moved forward in this whole area. I am sure if you talked to the Halton board, they will tell you they are not without vigorous opposition from a group called the Renaissance Group which vigorously objects to this kind of program being introduced into the schools.

We have been going down that road in trying to develop what the Keiller Mackay report suggested should be done with the involvement of parents, local teachers and school boards. The process certainly isn't completed at this point in time. I think the most recent part of it was to send out another book that was prepared by Clive Beck and others called, "The Reflective Approach and Values Education." That was sent out as a further resource document for school boards to use.

Other books have been shown to me that have been developed by people. There is one I saw called "Ethics in English," which I thought was a very good course. It was developed by a girl who is a professor in the faculty of education at the University of Toronto. It is on ethics in English and how certain basic ethics and moral values could be taught as part of the English program and so forth.

That program is now going ahead. You quoted the statement where I said in that speech four years ago, that perhaps we could also move to credit courses in religion. That

shows that what I have been saying recently isn't something that has just newly come to my mind. We have been studying this whole area for at least seven or eight years, particularly because the Roman Catholic separate school system wanted the courses which they give in grades 9 and 10 of their secondary schools to be credit courses. There are other people who want credits for religious courses too, in the schools. One of the groups has been the Roman Catholic school trustees for their courses in grades 9 and 10.

You can make a great case for that and we always have been able to make a case for it. Before we brought in the credit system, that was really part of the whole program. Although there weren't as many grade 9 and 10 schools then, if they did have that and a person finished grade 9, in effect one could have said that was all part of the passing from grade 9 to grade 10 and from grade 10 to grade 11 because they took that as part of all the subjects.

When the credit system came in, there was no credit given for the religious courses which the pupils still took. The reason we hadn't granted credits earlier, before this, was that we always felt that in so doing we should have an equivalent program in some of the other religions in place in the public secondary schools. However, as most of the discussion that has gone on in the last few days would show, that is a much more difficult job.

The Roman Catholic separate secondary schools have a good curriculum. There is certainly a credible educational component to their course and it can easily be accepted for credit. There are not available curriculum guidelines in other areas for the public schools. The very kinds of things, the fragmentation that you mentioned, are the kinds of things that lead us to great trouble in developing equivalent courses. Therefore, the net result has been that we tend to keep putting off doing anything about recognizing any courses for religion.

However, we finally decided that the time has come not to hold up recognizing the two courses, grades 9 and 10 in the Roman Catholic secondary schools, because we can't solve the problem for the public schools at this point in time. Therefore, we will continue looking at what should be done in the public schools at the same time as the moral values education component goes on. I can't tell you at this point what the answer will be. But I think it is interesting to note that we did start also—incidentally, this is another outgrowth of the Mackay report. One of his recommendations was a world religions

course, and the guideline for it is now in place. That course includes the study of Christianity, Judaism, Hinduism, Islam and Buddhism.

It strikes me that one direction could eventually be to move to individual credit courses in each of those five great religions, rather than lumping them all together in the one world religions course. It may be that we can just branch out from that world religions course into credit courses in the five great world religions and people can choose which of those they want. That's just one idea.

It's quite obvious that fragmentation could come from an examination of all the denominations within each of those five. I think you'll find all of them—certainly Christianity, Judaism, Islam and Hinduism—have got various groups and sects. I don't know about Buddhism—maybe you do—I don't know whether it has a variety of different sects also. That's perhaps another way we could go. That's the feeling at the moment. We've accepted those courses for credit in the Roman Catholic separate secondary schools.

We're continuing to move ahead to encourage morals and values education in the various programs and the various boards. We will be looking at this other area to see if there's any way of developing more credit courses there. I suspect that if we were to look through the experimental courses, we might even find that there are some credit courses now in ethics and value judgements in some of the secondary schools. I can't tell you for sure, but I would be very surprised if one or two places somewhere in the province haven't got an experimental credit course in that particular area. We'll be looking at that also.

In addition, when we bring in the revised regulation 191, we intend to change the section so that, rather than just having the Lord's Prayer, we can substitute for that in the opening exercises the national anthem and the Lord's Prayer or some other prayer of a similar universal character. This, again, is something Keiller Mackay recommended. We'll have an opportunity to keep that component in the education system, but to do it in a way that will stress the universality of the public system.

Mr. Young: Could someone in your department comment on this?

Hon. Mr. Wells: We'll be glad to comment on that. As you see, that is an outgrowth of what we've been talking about. The Etobicoke board is still following a course which the North York board has opted out of. Of course, it's the privilege of any board to ask

to be exempt from those two one-hour programs. Year by year, they can pass a resolution and, with the approval of the ministry, can be exempted. To my knowledge, we haven't failed to give approval if any local board has asked us to do that.

Mr. Young: Is there any assessment of how many schools in the province are ignoring the opening exercises? They can ask to opt out of the actual religious instructions but not the opening prayer or Bible-reading or hymn or whatever it may be. Is there any assessment of just how far that's being ignored across the province?

Hon. Mr. Wells: No, I'm afraid there isn't. We haven't done any survey or gone around to see.

Mr. Young: Good thing to leave alone, I take it.

Hon. Mr. Wells: Yes. I would hope that it isn't being ignored. Certainly, in most of the schools that I go into, it's done. When I'm there in the morning it's done.

Mr. Young: For you?

Mr. Van Horne: You can't tell because if you asked the question of the school, I'm sure you'd get a bit of a jaundiced reply. The only way you can check it other than that is to have someone spot check from your regional offices, but your regional offices are dying.

Mr. Grande: They're dead.

Mr. Van Horne: So you're not going to get an assessment that is really, truly accurate.

Hon. Mr. Wells: They're dying because your former leader kept harping on it.

[4:00]

Mr. Chairman: Are you through, Mr. Young? Can we get back to the OISE matter? This is more appropriately dealt with under the first item in vote 3002. We will be there this afternoon. Would the committee agree to that?

Mr. Van Horne: In deference to the member for Yorkview, it struck me that in part of what he said, there was a bit of confusion between credit at secondary school and credit in elementary school. I am not sure I understood the point he was trying to make. Is he suggesting that people are concerned about credits?

Mr. Young: There is a problem here. By the time the children are in the secondary school system they are perhaps in a position to receive the kind of moral training or the kind of assessment the minister was talking about. There is some doubt in the primary

school or at the elementary school level whether they are able to make assessments of the kind of truth or superstition, or whatever it may be that is coming at them.

The question has been asked of me. Perhaps this kind of religious course, which is pretty wide in scope, could very well be introduced in the secondary system but it should not be introduced in the elementary system. That was the question that has been raised with me by some of my constituents.

Mr. Chairman: Thank you, Mr. Young. We can get back to the OISE matter now on the first vote. Then Mr. Van Horne has something on that too, I believe.

Ms. Gigantes: I had a very quick question following on this discussion. Did I understand correctly that it is the intention of the minister when regulation 191 is changed the opening paragraph dealing with religious exercises and religious education in the secondary school will change too? It reads now: "Secondary school will be opened or closed each day with religious exercises, consisting of a systematic reading of the scriptures and the repeating of the Lord's Prayer."

What you are saying is that that will change and perhaps you will be seeking a universal approach.

Hon. Mr. Wells: The wording will be changed to: "It shall be opened or closed each school day with religious exercises, consisting of the reading of the scriptures or other suitable readings, and the repeating of the Lord's Prayer or other suitable prayers."

Ms. Gigantes: The question of morals education is obviously a fascinating subject. It seems to me, when one reads the Year Three report, which Mr. Beck also worked on, that the amount of confusion which still exists about the possibilities of developing a moral education element to the school program after such a long period of time is kind of proof that it is really not terribly possible to talk about doing that in any consistent kind of way. His update which comes from The Moral Education Project, Year Three, 1976, has a lot of statements in it that we could spend hours talking about.

Mr. Chairman: I am sure we can and we likely will, Ms. Gigantes.

Ms. Gigantes: I just want to make a point. When the minister talks to us about moving forward with the project on moral education, there hasn't been an awful lot of definitive motion in three years as of 1976; from what he is saying today, in the past two years there hasn't been an awful lot of movement forward. I think it may be time for the minister

to start thinking that this is a program that has more value as hyperbole than value as something that is really going to be happening in our school system.

I would suggest, also, that it may be simply clearer to deal with religion as religion because there at least you know what people are talking about. I would also suggest, given your adamant position about funding the separate schools at the senior levels and funding alternate schools with public money, that the confusion in the policies on this subject makes your position on funding really questionable.

Mr. Chairman: Now back to OISE.

Mr. Sweeney: Mr. Chairman, did you say that we will have a chance to come back to this?

Mr. Chairman: Oh yes indeed; at some length I am sure.

Mr. Sweeney: I accepted your motion to pass on that assumption.

Mr. Chairman: Yes, that's a correct assumption.

Interjections.

Ms. Gigantes: I had not understood that, Mr. Chairman, I am sorry. The question I had about OISE is the nature of the grant cut. I am wondering if we could have an explanation of what element of the OISE program it is that has been cut and why that particular element was cut.

Hon. Mr. Wells: Mr. Chairman, would you like the director of the institute, Dr. Pitt, to come up and talk to you about it? I think that would probably be the best way.

Ms. Gigantes: We are looking at a 25 per cent cut in the 1978-79 estimates from the estimates of 1977-78, and I am wondering where that major cut has been made.

Dr. Pitt: Perhaps it wouldn't be inappropriate, Mr. Chairman, for me to take two minutes to talk about OISE in general just in order to put the question in context. I would like to say that OISE serves many good purposes besides just simply terminating a discussion on values in education. We have three major functions. One is graduate studies—and I think it is fair to say that the graduate school of education that OISE really forms is, we like to think, the best in Canada. It certainly offers a wider range of degree programs and so on than any other institution in the country. I mention this because it is relevant to a later comment I want to make, and that is that one of the purposes the government had in mind in establishing OISE was to provide an opportunity, specifically for

Ontario educators, to do graduate work in education in this province instead of having to go to the United States or to Great Britain or France—or possibly Alberta.

Now I want to make the comment that the situation the government then had in mind has been turned around and that any Ontario educator can now get virtually whatever he wants in graduate studies here as well as he can get it anywhere in this country or on this continent.

The second purpose, the second arm of the institute, was to do research in education. This is no time to be modest, Mr. Chairman, and I will say categorically, and provide the authority for it if any of you want it later, that OISE has the greatest capability for doing research and development in education in the western world—and that's not my statement that's a statement of other people.

The third arm of the institute is field development. As a practising educator myself—because I have been a classroom teacher for over 20 years, I suppose, or nearer 30 years—my greatest concern in connection with research has been to see that research is implemented in the classroom and not just left in a doctoral thesis, or a monograph or whatever, on a library shelf. So that's the third arm of the institute. For that purpose we have nine field centres which act as a sort of bridge between the institute's research—and, indeed, all the other education research in the world—and the local education authority. We have nine of those and they have a staff on the average of about two and a half people each.

To come back to the question of where this reduction will touch us most—and I think it's a 37 per cent reduction from the block grant of last year—it will be in terms of a general reduction in research and development and on the field centre side. This has come to us, of course, just lately, so that we've not really made our firm plans for the future at all, except our most immediate ones which will consist of the dropping of 24 staff positions and looking forward in another year's time to dropping 51.

Ms. Gigantes: Wow!

Mr. Van Horne: An additional 51?

Dr. Pitts: No, I think that's a total of 51. All of that also has to be set in a context of the institute having pulled in its belt over a number of years now. For example—let me see, to be accurate I think over the past six years we've made a reduction of 29 per cent of support staff. Two years ago we reduced faculty positions by nine per cent, I believe it was.

Ms. Gigantes: Pretty drastic.

Dr. Pitt: In our present year, all of our programs in research and in field development have been reduced, and in this upcoming year there'll be an overall reduction of about nine per cent.

Actually in some ways it is fair to say—perhaps I ought not to say it here—we can perhaps handle this upcoming year but it's the future that we're afraid of, where our problems will increase very considerably. Next year we will be budgeting for a deficit of about \$300,000, something of that order.

The large effect of this reduction is to move us more and more towards that first aspect of our work, our graduate studies. As I've said, we are the largest graduate school in the country. We get grants on precisely the same basis as Ottawa University or Brock or Queen's or anyone else. We get so many dollars for an MA student or an M.Ed. student or a PhD student or whatever. We know that funding from year to year. It's never as high as we'd like it to be, of course, but we know where we're at, because we know what our enrolments are and can project them.

That constitutes about 73 per cent of the moneys that we receive from the Ministry of Colleges and Universities on that side and from the Ministry of Education on this side that we're discussing this afternoon.

As our moneys and our capability in research and field development reduce, we are going to be moving increasingly towards the graduate studies side. Over the past six years, we have had a 94 per cent increase in enrolment. We have had about a six to seven per cent increase in faculty. But the only index we know in the university community—nobody's happy about it but it's only one that we do know that is in any sense a measure of faculty workload at all—my latest information—which I must confess is about two years old, though I have no reason to suppose it's any different now—is that the Ontario Institute for Studies in Education had the second heaviest faculty workload of any institution in the province, heavier than any of the other universities in the province.

The only reason I mention that is to indicate that we have been working pretty much at capacity, because of course our faculty have been doing a very large amount of research and a very substantial amount of field work as well. The point I'm making is that if our moneys in research and for field development are reduced, the net effect is that we're going to have to remove all of our faculty towards the graduate studies—increasingly, I should say, not all; increasingly we're

going to have to move our faculty towards the graduate studies operation.

Now so what? One consequence of this is going to be that we are going to be less available, as a research institution, to do Canadian research, and general Ontario educational research in particular; that's just going to be a fact of life.

I think it is fair to say there was very little research in education before the initiation of the institute—very little in this province—except for the work that my predecessor, Dr. Bob Jackson, did; most notably in his demographic projections of student enrolment and so on, which I know were very useful to the government. But you might say that up until 13 years ago precious little research was done in education in this province. Had that been true for medical research, for example, you can imagine the enormous amount of catching up that needed to be done.

[4:15]

Ms. Gigantes: Pretty devastating.

Dr. Pitt: It's fair to say that in 13 short years OISE has skyrocketed to a position where it is now beginning to make a very substantial contribution, I should like to think, in research. Whether you talk about Dr. Beck's reflective values approach in education; whether you talk about the only institution that's been able to evaluate your French immersion programs, for example; whether you talk about computer assisted instruction, which now has a total, cumulatively, of about 40,000 college students in this province helped by courses in computer assisted instruction; whether you talk about any of these things, I think anyone would have to say that OISE is beginning to make a very substantial contribution.

Where will we cut? We don't know. The last centre that we established—we have a number of centres; we have a modern language centre within the institute, we have an education evaluation centre within the institute that the minister has taken advantage of considerably in his contracts with us. The last one we established was one for Franco-Ontarian studies. I should like to think that we would—in fact I know that we will—lend every possible effort to maintain that centre. But we're going to have problems, we're going to have problems with various aspects of our operation.

Another is publications. OISE publishes the kind of material that meets Canadians needs and Ontario needs specifically, needs for materials which are not viable from a commercial point of view. So you won't get the commercial publishers producing the kinds

of material that we do on Canadian issues, Canadian history, Canadian social studies and that sort of thing.

Again, to come back to the question, my answer specifically has to be that we will be reducing positions by 24 people this year, by probably an additional 31 and some faculty next year. The big thing that must not be lost sight of, and that's much more subtle, is that we will be moving towards becoming increasingly only—although that in itself is a big thing—a very good graduate school of education, and the uniqueness that OISE has—that this province has in OISE, because obviously it belongs to the province—the uniqueness of OISE will be lost.

There are places in the world where you get the research arm and the graduate school together. There are places in the United States where you have field centres. There's no place in the world, to my knowledge, where you have this very felicitous marriage of grad studies, research and field development. I hope that's some kind of answer to your question.

Ms. Gigantes: Very good. Mr. Chairman, I wonder if we could ask the minister what he thinks about this, because what we're talking about, if we're to follow what Dr. Pitt is telling us, the kinds of reductions that are ongoing in the resources available to OISE is changing the nature of OISE. The ultimate result seems to be that we will be cutting back on the capabilities of OISE to do research at a time when, I would suggest to the minister, it's never been more clear that we do need basic kinds of research in Ontario, through Ontario institutions with Ontario teachers and students.

Hon. Mr. Wells: I certainly don't disagree with you in regard to your assumption about the need for research. I just have to think that it's going to be possible to still avail ourselves of this kind of research. First of all, we're talking about a reduction in the block grant. There's money for contractual research and that money can be made available to OISE. We moved to this kind of a way of operating, I think with the agreement of certainly most of the members of the Legislature, some time ago, feeling there were a lot of people in this province who had a research capacity, OISE being one of the top ones, but that there were also others, and we didn't want to create a monopoly on educational research in OISE. We now have a vehicle whereby everybody has an opportunity, but hopefully within that—

Ms. Gigantes: To what?

Hon. Mr. Wells: An opportunity to avail themselves of the government money, the

Ministry of Education money that's available for research. In other words, the University of Ottawa, or Queen's University, feels that it can do a certain research project just as well as OISE, so that in a lot of the research that's done we put out the specifications and, of course, the various bodies bid on it.

Ms. Gigantes: This is one of the things that concerns me, and I speak as an opposition member. What you're describing is a process where the government asks the questions and institutions respond with research proposals and get government money. That is a strange kind of operation to leave solely to government judgement, it seems to me. If the government is interested in a question like declining enrolment or classroom size, I would like to feel sure that, in fact, the question that is proposed has some outside academic input.

You'll recall I read the other day from one research report which had been funded by the ministry through the Metro board, in which the reporters, the researchers themselves, complained about the limitation of the question that was asked. When I hear you say that the block funding is being cut, in other words funding which is available to OISE to decide what questions shall be asked in an independent kind of way, then I feel uneasy; because what you're saying is, well, if we decide that such a question is important maybe the University of Ottawa will get a contract or maybe OISE will get a contract.

It's a very limited amount in terms of the total budget for education in this province. Shouldn't there be a body, such as OISE, with some degree of independence about a limited amount of funding to use for questions developed by researchers themselves and perhaps responding to more than questions that the government is interested in having answered? There may be questions the government is not interested in having answered.

Hon. Mr. Wells: I can't think of any.

Ms. Gigantes: I can.

Mr. Grande: Oh come on; this is an exercise in control, that's what it is.

Hon. Mr. Wells: I'm happy—and believe me the research that we contractually put out doesn't necessarily come back with answers that are agreeable to us; they may be uncomfortable to us—but we're happy to let the chips fall where they may.

Ms. Gigantes: I'm concerned about it, Mr. Minister, and I think you can understand the

nature of my concern. This is a cut of \$864,000 over last year's budget, and from your description of how this cut will be instituted, what we're cutting is the independence of OISE as a body which does studies in education to decide what kinds of questions need to be answered in Ontario.

Hon. Mr. Wells: I would submit to you that there are lots of people who would feel \$1.5 million for that kind of independent research is not an insignificant amount.

Ms. Gigantes: It's independent in the sense that the answer can be what the research shows, but the question itself is not independent. Do you see?

Hon. Mr. Wells: No, I don't follow that.

Ms. Gigantes: If you give funding only for questions that the government asks then the independence of the questioning process is gone.

Hon. Mr. Wells: I follow that—maybe that's so—although I don't buy that completely. I am saying that there is in here today a vote of \$1.5 million for research that OISE wishes to undertake, and there are a lot of people who would say that's not an insignificant amount for independent research. In other words, there is already a vote here of a fair size to supplement all the other operating moneys that OISE gets, including moneys that it can get in contractual research.

Ms. Gigantes: Yes, but last year they had \$2,364,600 to do that.

Hon. Mr. Wells: Right. There is a reduction, but last year we had more money in our budget and there had to be some cuts made. We have to use our wisdom to decide where the cuts can be made.

What I am saying to you is there is \$1.5 million in a block grant to OISE, and somewhere later in the estimates there is \$1.9 million in contractual research funds available.

You realize, of course, that we moved to the contractual research model because there was so much criticism of the fact that OISE at one time had a monopoly on educational research in this province, and the kind of gutsy, down-to-earth research that would help the school system wasn't getting done. That is a criticism of the past which certainly doesn't apply to the institute today. But the esoteric research that was done at one time is part of the problem that brought, I think, wails of criticism in the Legislature against OISE from some people; and in the educational community. They have corrected that themselves, to their credit; they now do research, and with their field office opera-

tion disseminate that research to the help of the school system, which is great.

But that's what led us in the beginning to move to contractual research so that we could get some of the gutsy questions that the classroom teacher needed solved, to get that research done.

Ms. Gigantes: You acknowledge the maturity of the institution in terms of the kinds of questions it would like to ask and to research. Surely this is the period, when it is mature, when you don't go cutting back on its ability to do precisely that.

I'm concerned, because when I think about the kind of research I as a member would like to see done in the effective classroom size on the development of educational skills for children, I know that's a very expensive process that has to be done over a long term. If I go to OISE and ask if they are doing work in this area they point to a cutback of 25 per cent in a block grant this year. Obviously they are not going to be able to undertake any long-run, longitudinal studies that are going to be of much use to our consideration of whether we should definitely be moving in the direction of a dramatic reduction in class size. I'd love to see that work done.

Hon. Mr. Wells: What you are really saying is that you would love to get someone to do research that would prove that point, then you could hold it up. I mean, as long as—

Ms. Gigantes: No, I would like to see it done because it hasn't been done, really. In any of the literature I've been able to lay my hands on, not just in Ontario but in other research studies that have gone on recently in North America, there are a lot of questions that need to be answered. It's a basic, important kind of project, and those things cost money. To cut back 25 per cent on a research budget, which is the only research budget not tied to the immediate questions posed by the government, seems to me to be a mistake. That's speaking as an opposition member.

Hon. Mr. Wells: I suggest if we were to read off to you the kind of research we could do, that we have funded under contractual research, you would find that it covers a wide variety of research. Certainly it isn't the kind of thing that the minister directs, but it's to the value of the educational system in this province. You are rather trying to suggest that we only research things to prove that the government is right and everybody else is wrong, which of course is absolutely not true.

Ms. Gigantes: I read to you from the report on classroom size done for the Metro board, which was funded by the ministry, and the complaints of the researchers on that project. They claimed that the framework—in other words the question being asked—was not a question which gave answers one could apply.

Hon. Mr. Wells: Yet at the same time the researchers on that project were very happy to accept an award from the American Research Association for the model of their research and to accept that this was a very valid and vital piece of research. You are perhaps chasing after something that isn't there. There is a multitude of research that has been done on class size. From my reading of it—it's a very complicated subject—but we will never find anything that says it's an easy equation; lower class size equals better education for students; because that equation isn't there.

[4:30]

There are a multitude of things that count. It depends on the kids, the teachers, the environment, the subject, the age; and everything else. All kinds of research has been done. OISE did a compilation of class size research, but we won't find simple answers.

Ms. Gigantes: It's all very limited. To do a major project is an expensive business. It might be a good investment.

Hon. Mr. Wells: Perhaps you should ask Dr. Pitt why they have never engaged in that investment up until now.

Ms. Gigantes: I don't ask a man whose budget has been cut by a quarter why he is not undertaking—

Hon. Mr. Wells: But they have had money before. Class size is not something that has suddenly been thrust upon us. As I indicated to you, there was a Columbia University study done at least seven or eight years ago that everybody has pulled one sentence out of and used. Ever since then class size has been a topic of vigorous discussion in the United States and Canada.

There must have been a variety and a multitude of research projects on class size. In fact, I think the study OISE did when they tried to pull together a compilation of all that showed this was there. So why hasn't anybody done this? I don't know, perhaps Dr. Pitt can answer.

Dr. Pitt: I can only say this. The problem is that there are so many things to do in research, that really is part of the answer. If you talk about studies with a practical

orientation, the government has appointed a one-man commission on declining enrolments which this committee was referring to last week. A substantial number of my staff form probably about three-quarters or 80 per cent of the research effort that is going into that commission on declining enrolments. This again simply underlines—and the point is very well made—that it takes a long time and a lot of money to establish something in research, whether it is in medicine, engineering or in education; indeed more so in education, perhaps, than in those other more specific fields.

Ms. Gigantes: Mr. Chairman, I will leave it at that. I think the minister knows of our concern on the subject. I can't make him raise his budget; but I would if I could on this one.

Hon. Mr. Wells: Could I just say that I was checking, and it is my understanding that most of the design of that class size study was done by the Toronto Board of Education; Dr. Ed Wright and their people, it wasn't ourselves that influenced the change.

Ms. Gigantes: It indicates, Mr. Minister, the importance of having a professional research organization framing the questions.

Hon. Mr. Wells: I think Dr. Ed Wright and his group would not be very happy if you referred to them as not a professional research organization.

Ms. Gigantes: They answered the questions; but they didn't get a chance to frame the questions, and they said so in their report.

Hon. Mr. Wells: They did, they did frame the questions.

Ms. Gigantes: Would you like me to read the section of the report in which they complain about the question that they had to answer in the study? I have it here.

Hon. Mr. Wells: Dr. Ed Wright didn't answer the questions, he was framing the questions. Somebody else was answering the questions, were they not?

Ms. Gigantes: My feeling is that the interest of the Metro board may have been limited by—

Hon. Mr. Wells: My special assistant was the liaison officer on that study. Most of these studies are basically what we call contractual research. A lot of them come from outside initiation. Even OISE, if they have an idea and haven't got money in the block grant, will come to us to see if we would like to put that into contractual research, and it's possible that that will happen. Your col-

league Mr. Grande, I think, knows that there was a fair amount of money put into a multi-cultural study for the Toronto board that came out of contractual research. That, as I understand it, was a very effective study, the one that was done on the different cities of North America. A lot of these are not framed by us but are framed by the board. I'll be glad to double-check on this again; but it is my understanding from my staff here, who worked on this, that the Toronto board did most of the design of that study on class size.

Ms. Gigantes: The Toronto board asked the question, the ministry provided the funds, and the researchers—

Hon. Mr. Wells: The Toronto board said, "We'd like to do a research study in this particular area. Will you fund it?"

Ms. Gigantes: Yes; and the funding was limited, it applied to the junior grades. The researchers in their conclusions said the questions were asked in such a limited way that the answers could not be applied anywhere except for junior grades. The amount of time that they had, the amount of funding that was available was limited.

Hon. Mr. Wells: You and I know that I have never seen any research that doesn't hedge with all those "ifs," "ands" or "buts."

Ms. Gigantes: Do you want me to read it again? I read it the other day.

Hon. Mr. Wells: My friend the member for Kitchener-Wilmot (Mr. Sweeney) has some research on putting the two ministries which deal with education together, and I tell you those fellows certainly left all the avenues open for taking any course of action without recommending any. That's the kind of thing that happens.

Mr. Van Horne: Liberalism at its best. There is something about May 1 that stirs the blood, isn't there, Mr. Chairman?

Mr. Sweeney: Up the flag.

Mr. Van Horne: The comment made about the uniqueness of OISE bears dwelling on in my opinion and I would like, without really trying to drive an argument beyond the breaking point, to go back to last year's Hansard. You indicated, Mr. Minister, that there was a deliberate policy—I am quoting from page S-52—"a deliberate policy of pulling the block grant down by certain percentages each year, and then we finally arrived at a policy that there shouldn't be anything less than somewhere around \$2.3 million or \$2.2 million. If we pulled it down below that, it would interfere substantially with the operation of the institute." Having read that, and knowing your fondness for

history, I would have to ask the question: are you prepared to admit that the operation of the institute is being interfered with substantially?

Hon. Mr. Wells: No, I don't accept that statement. As you will recall, Dr. Pitt indicated a few minutes ago that while there are certainly going to be problems—and he indicated exactly what they are—I think he used the words "we probably can handle this." That doesn't mean that they are not going to have problems, with the reductions in staff and the capabilities. He indicated the problems that would arise from this. I recognize that. I would like to not have to cut this, but we have got to cut our budget in certain areas. I can read you the list, if you like, of other cuts made in order to get within the constraint level that I am facing within this government. We don't have an unlimited amount of money.

Mr. Van Horne: I appreciate that.

Hon. Mr. Wells: Therefore, there have to be certain things done. If it isn't taken out of here it has to come from some place else. In my talks with Dr. Pitt and others from the institute I have indicated that we agree it would be nice not to have to cut it, but if we have to do it this year we are going to try to guarantee that it will certainly not be cut any lower next year. There may be a possibility, depending on the situation, of some increase.

Also, there is the contractual research area. It may be possible, when certain research is developed, that we can assist in that area so that they will indeed have more from the contractual research end this year than they do from the block grant end. That may not be an ideal solution but it offers some additional measure of assistance.

I don't think dire results are going to flow from what we are doing. I don't say, though, that there are not going to be some things that are not pleasant happen.

Mr. Van Horne: I could have a little fun with that but I don't want to drag this on any longer than necessary. Your answer, though, does beg a couple of questions. We are aware of previous deficits at OISE and it would appear that, unless the situation changes, this is going to happen again. The obvious question is perhaps twofold. I realize, again, that your ministry is not the only ministry involved with OISE, but if we could put this in general terms, the government, which is in a sense condoning deficits at colleges and universities or places such as OISE, sooner or later has to step in and say that's enough; so I would have

to ask the question, what is enough if OISE has to go into a deficit position? Maybe you haven't got a specific reply for that right now, but I would ask that you come back to us some time before the estimates are finished to let us know what in your opinion would be enough of a deficit; at what point do they stop?

The other question is, regarding your statement of last year about coming down to this \$2.3 million or \$2.2 million and saying that is the cutoff point, now that we've come down to the \$1.8 million, are you suggesting to us that perhaps the difference will be made up in this other item, vote 3002, item 13, where you have moneys set aside for contractual research, so that there won't be any substantial difference? Secondly, having asked that question, I would ask whether you could indicate to us how many dollars went from the ministry to OISE for contractual research last year.

Hon. Mr. Wells: It was \$441,400.

Interjections.

Hon. Mr. Wells: Yes, but \$573,361 is already committed out of the contractual research.

Mr. Van Horne: For the present fiscal year?

Hon. Mr. Wells: For the present fiscal year.

Mr. Van Horne: So that is \$100,000 more than you spent all of last year totally?

Hon. Mr. Wells: That's right. The \$1.5 million plus the grants that are already committed.

Mr. Van Horne: So there is some kind of attempt, be it overt or covert, to keep them pretty close to where they were last year, or is that wrong?

Ms. Gigantes: It's only \$10,000 more, and they are cutting \$800,000.

Mr. Van Horne: But I want the minister to answer. We've gone through only one month of the fiscal year—

Hon. Mr. Wells: No, that's right. The whole of the contractual research money is not all committed, but this money is committed in projects already under way with OISE, some of them carryover projects that started last year and that money is committed already. So that \$573,361 in contractual research is already committed. But there is other money that could be committed throughout the year. I am not saying there is no definite policy to commit enough money to make up the \$864,000 but I am saying it is possible, not having the money in the

block grant to come forward, that we may be able to use this mechanism to fund the projects that OISE may put forward.

Mr. Van Horne: That then brings me back to the question that I asked on Wednesday last; that is, how can an institute or an organization such as OISE plan, without assuming automatically they are in a deficit situation, when this block apparently found its lower limit at \$2.2 million a year ago, as I quoted for you from Hansard of last year? When that has shifted now, how can they plan for the future? I guess the answer is very obvious.

Hon. Mr. Wells: I guess they plan for the future the same as all of us plan for the future. It would be nice to be guaranteed ad infinitum, to the end of eternity, exactly what our financial situation would be, but that doesn't seem to be possible in this day and age. I guess we have to live with the kind of contingencies that come along; and this is one of them. It wasn't taken lightly; we were well aware of what the consequences of the action would be. It was not taken without some prior indication and some communication with them as to what would be the possibilities if certain things happened. This was all done ahead of time, so we certainly knew any action we took could have certain affects.

[4:45]

Mr. Van Horne: We might coin a new phrase then. We have talked about slip year financing, we might talk about melting block grants for OISE and keep in mind that it's something less than solid and perhaps a little more fluid. I think Mr. Sweeney had another question.

Mr. Sweeney: Then 28 per cent is okay one year but it is 34 the next year. I have two short questions. It strikes me that the significant advantage of OISE over any other institution is the field services. If I understood the minister and Dr. Pitt correctly, educators in Ontario could get graduate studies someplace else, they could get research someplace else; but there really isn't any other institution, to my knowledge anyway, that's offering the same kinds of field services. That's really the unique service that OISE offers. If I followed Dr. Pitt, that's the one that's most likely to suffer. That's why I was sort of jarred a bit when the minister said they are going to be able to handle it. I understood Dr. Pitt to say they are going to be able to handle the finances of it, but at a cost. That cost surely is in the field services. What I am trying to get at is the direct contractual relationship, if any, between your ministry and

OISE with respect to those field services, since that's the one that seems to be impinging most directly on the classroom teacher?

Hon. Mr. Wells: I don't think there's any contractual arrangement with our ministry. There may be special things that occur from time to time. There's no direct contractual arrangement. We have our own regional field offices.

Mr. Sweeney: But I don't think they are offering the kinds of services that OISE offers, the kind of direct classroom interplay on specific problems that arise.

Hon. Mr. Wells: I think they have different purposes; yes, that's right.

Mr. Sweeney: I know how the field offices operate and they just don't do that kind of thing.

Hon. Mr. Wells: That's right.

Mr. Sweeney: I don't think they were intended to, and I am not quarrelling with that.

Hon. Mr. Wells: No, that's right. I am also not sure when the block grant was instituted, that that's exactly what it was believed the block grant was going to be used for. We are in a situation here where the pressure is on us from a variety of sources to decrease our field service operation; in the meantime, the institute is increasing its. At some point in time, we have to decide what is the field service operation that the local school system needs most, which one has the value and which one in a time of financial constraint should be supported.

Ms. Gigantes: The pressure is coming from the Treasurer (Mr. McKeough).

Hon. Mr. Wells: I don't think we have the answers to that, but that's an entirely different question to what my friend from the NDP was talking about in research.

Mr. Sweeney: I am not raising that, I am asking a different question. I understand, then, that there's no correlation between the funding from your ministry and the field services which OISE provides. There is no direct correlation there? Whatever connection there is, is an incidental one. I raise it only because I think it's a unique service which they provide to your ministry.

Hon. Mr. Wells: There was an understanding in a memo that about one third of the block grant would be used for field services, I am told.

Mr. Sweeney: That's what I am trying to get at.

Hon. Mr. Wells: I gather you have seen that memorandum.

Mr. Sweeney: I have never seen one.

Hon. Mr. Wells: I haven't seen it either.

Mr. Sweeney: I have one other question for Dr. Pitt since he's in the chair there. If OISE can provide the graduate service requirements of Ontario educators, why do we have this hullabaloo about a number of Ontario teachers having to get Master of Education degrees through Niagara University and the University of Virginia and on and on and on? There's something wrong there somewhere.

Dr. Pitt: There are a couple of answers to that question. I think it's fair to say that, in response to suggestions from the ministry, some years ago we tried to meet that problem by going down into the Windsor area, for example, and some other areas with off-campus courses in an effort to make available to Ontario educators there the kinds of things the Americans were offering. We have done something in that direction. We have about 44 courses which are being offered in 10 different off-campus situations, mostly in northern Ontario and some in the Kitchener-Waterloo area and so on. That's part of what OISE has done.

One of the reasons for the problem, of course, is that under the Ministry of Colleges and Universities, all of the university programs are under an appraisal scheme in terms of quality and in terms of no further expansion, for the most part. And it means that because of the cost we simply can't provide the kinds of graduate studies that American institutions can provide and which you are referring to, Mr. Sweeney. In other words, we would like to think it's partly a question of quality. We're not—how shall one put it?—sure that the American institutions are doing that. At any rate they are not under those constraints, let me simply say that.

Mr. Sweeney: Okay, let me follow that up then because for a large number of Ontario educators embarked upon getting their Master of Education degrees through the University of Virginia, an approach was made to your ministry to ascertain that those degrees would be acceptable in Ontario for certain purposes. For example, for getting into the superintendent's certificate and things like that. Agreement was given that it would be okay. So it would be understood then, Mr. Minister, that at least your ministry accepts those courses as being of sufficiently high quality for those purposes. Agreed?

Hon. Mr. Wells: Yes, that's what my staff tell me they agreed to.

Mr. Sweeney: Then, Dr. Pitt, it would seem to suggest that some rationalization about quality versus quantity needs to be done? If there's a need there and the need isn't being met.

Dr. Pitt: It's a very complex question, in fact. For example, one of the things that comes most closely home to us at OISE is that under the criteria under which we operate, we are affiliated with the school of graduate studies at the University of Toronto and we cannot admit to our program a student who comes with a professional degree—that is a bachelor's degree in nursing, or in engineering or whatever—whereas the American universities will accept that. We must have pretty largely—not completely so, but pretty largely—a full liberal arts degree, a BA degree. That is one of the things which separates us from the American universities.

To take a case in point, in one of the northern communities about 40 instructors in the local community college, the College of Applied Arts and Technology, were not admissible to our programs because we could not give them credit for professional degrees. American institutions were able to give them credit for it so, naturally and understandably, they went with the American programs. That's only one of a number of different aspects which complicate this whole question.

Mr. Sweeney: Just one final question to the minister, has he received any complaints from educators in Ontario with respect to this particular issue or is it not a matter that—I don't want to use the word concern—has the particular attention of the ministry?

Hon. Mr. Wells: Sorry. Do you mean, have we had any complaints from Ontario educators about the availability—

Mr. Sweeney: Availability of courses for advanced education.

Hon. Mr. Wells: I haven't personally, in the last little while, had any criticism from educators. I think—just going by memory now—that back six or seven years ago, the desire for courses to be given in areas other than, say, Toronto was pretty great and there was an effort made to get courses into other areas and at that time there was a bit of a competition. I think OISE moved into some areas, and I guess if there were some areas where for various reasons they couldn't move in, some of these other universities were approached and did move in.

It's not a completely black and white situation because some of these courses at the University of Virginia were actually given up here by Canadians who had some Canadian university affiliation and who, in this

case, affiliated with the University of Virginia to give the courses.

Mr. Sweeney: Is this not another example—I want to be careful—of the lack of liaison between the two ministries? It seems to me that the Ministry of Colleges and Universities is making certain regulations and guidelines that, in fact, indirectly affect the people who come under your jurisdiction.

Hon. Mr. Wells: No. I don't think it was a case of a lack of liaison.

Mr. Sweeney: Whose wagging which tail?

Ms. Gigantes: Which tail is wagging what?

Hon. Mr. Wells: I'm not sure that you would say that because I think that in some cases there may have been a prohibition by Canadian universities on moving into more graduate programs through the policies of the Ministry of Colleges and Universities.

Mr. Sweeney: This instance supersedes that. I know what you're referring to, but this has happened before.

Hon. Mr. Wells: Yes.

Mr. Sweeney: There really isn't as close a liaison as there should be, is there?

Hon. Mr. Wells: From my point of view, yes, there is.

Mr. Sweeney: I guess I shouldn't have expected you to answer that. That's all, Mr. Chairman.

Item 3 agreed to.

On item 4, personnel services:

Mr. Chairman: I should remind the committee, if that completes the discussion on OISE, we're now on item 4, personnel services. By way of clarification, I'm working from the estimates book, not the background material book. I should also mention that if we abide by the four-hour limit to which the committee had agreed previously, that would expire at 5:10 p.m. Personnel services?

Mr. Van Horne: You're moving so quickly.

With these authorized complement references from vote to vote, I would like to ask the same question practically all the way through, realizing that it may be difficult to give us the answer right now. There is a complement of 21. What was the complement last year?

Hon. Mr. Wells: In personnel services? The same.

Mr. Van Horne: Thank you.

I'm curious about the areas of responsibility note which indicates that part of the responsibility here is to provide administrative support, et cetera, and there's reference to Correctional Services and Health. What kind of

sharing of costs is there in this between the three ministries?

Hon. Mr. Wells: It's all done. That was the personnel work in connection with the transfer in the teachers in the training schools; they used to be under Correctional Services. Training schools are under Comsoc; teachers are under our ministry now.

Mr. Van Horne: So there's no sharing in this area?

Hon. Mr. Wells: That's right.

Mr. Van Horne: I have no other question on item 4.

Item 4 agreed to.

Item 5, information services:

Mr. Van Horne: The complement is 38. Last year's complement was the same?

Hon. Mr. Wells: Forty-two.

Mr. Van Horne: Thank you.

On the last note, part of the areas of responsibility: "provide a film and photographic library service to the branches and regional offices of the ministry." Is there anywhere else that we might find funds being spent similarly? Is there any other area in the budget where we may find a duplication, in other words?

Hon. Mr. Wells: This is not production, this is mainly in providing, although they do produce a few small films.

Ms. Gigantes: Like the television commercials that you do?

Hon. Mr. Wells: Yes. The television commercials that we do for Education Week.

Mr. Van Horne: That was the other question, Mr. Chairman.

Ms. Gigantes: Very inspiring. It was the only thing I heard about Education Week.

[5:00]

Hon. Mr. Wells: Is that right? Next year I'll cut everything out but that, then.

Mr. Van Horne: I had the distinction—I wouldn't say pleasure—of not being able to see that. I'm perhaps the only one in the room. Is there a chance—

Ms. Gigantes: What is the cost estimate?

Hon. Mr. Wells: How much do they cost?

Ms. Gigantes: Can you recycle them? Can you use the same ones next year?

Hon. Mr. Wells: Sure, we can recycle them because I hate making them. They're a very difficult job. If I got paid the kind of money that the people do for commercials I'd be happy.

Ms. Gigantes: Oh, I know. I used to be a broadcaster and I always resented that.

Hon. Mr. Wells: Yes, we must have taken one of them 20 times.

Mr. Van Horne: Last year I made reference on page S-55 to an amount of about \$12,000—what the minister is quoted as thinking it cost.

Hon. Mr. Wells: About \$900, it cost

Mr. Van Horne: The \$12,000 from last year was for a variety of other things? The TV tapes, videotapes et cetera—what was the cost of that?

Hon. Mr. Wells: The one little promo tape was \$900, give or take a bit. It was \$40 or \$50 one way or the other.

Mr. Van Horne: I hope I'm on the right vote here to ask this question. Is it fair to suggest that there was a little less promotion on Education Week this year than there was last year?

Mr. Boynton: No, it was just about the same. We produced on behalf of the Ontario Education Week Committee several promotional flyers and idea packages for the teachers as well as the film promos. That was essentially the same as it had been last year, in addition to supporting display activities at the official opening ceremonies and some activity in the St. Lawrence lobby itself involving the Toronto boards.

Mr. Van Horne: I have only one other question on that vote. On item 5, Mr. Chairman, there are two amounts of money. There is the \$150,000 for French as a minority language program and the other is government information programs. If memory serves me correctly, we've had information earlier on the program of French as a minority language but I'm not sure we've had information on this government information program. Could you tell us the purpose of that \$46,000 in better terms than those three words?

Hon. Mr. Wells: This is our contribution to the total government information program, which are the ads that the government places in various newspapers. I think you've seen them—the different ministries—from time to time. They're under the direction and responsibility of the Ministry of Industry and Tourism. All the ministries contribute a sum, I gather, and then, at various times we put or make available certain things that might be the subject of those ads. As I recall, the last one we did—Mr. Boynton can correct me—was advertising the booklet on French as a first language and inviting people to write in for that. They're the regular government of Ontario ads that you see, with the crest and the various subject matter.

Mr. Van Horne: There's no chance of having the trillium changed to red for your colour TV promotion?

Hon. Mr. Wells: I'm afraid not.

Mr. Van Horne: As an aside, what would be the total amount of money that the government would spend? We see \$46,000 here for the Ministry of Education.

Hon. Mr. Wells: I don't think we have that. That would be an item you should bring up and ask in the Ministry of Industry and Tourism estimates. They have the total vote in there. They co-ordinate this whole program and assign certain amounts to each of the ministries. I'm sorry, I can give it to you. It's \$1,036,000. But I can't tell you anything more about it than the amount.

Item 5 agreed to.

On item 6, analysis, research and planning:

Ms. Gigantes: I don't know whether this is the place to bring it up, but I could take guidance from the minister on this or from you, Mr. Chairman.

When I look over the enrolment predictions that were coming out of the planning and research branch of the Ministry of Education as of July 30, 1975, for the enrolment in 1976, 1977 and 1978, the inaccuracy of those projections is really terribly striking.

Hon. Mr. Wells: Could I just say that this really isn't the vote for those? There's a research and evaluation vote.

Ms. Gigantes: Okay:

Hon. Mr. Wells: This is a strange title that I gather Management Board wanted us to use for this branch. This is headed by Mary Barclay and it's really our budget projection branch. They're the people who do all our financial projecting. They prepare our two-year and five-year estimates and all the work for Management Board on the estimates, financial analysis and planning.

Ms. Gigantes: I suppose they would be interested in what the enrolment is going to be, but I'm willing to leave that.

Hon. Mr. Wells: Yes, our researchers in the area of enrolment projections would be in—

Mr. Chairman: That would be in the second vote, item 13, Mr. Minister.

Ms. Gigantes: This was one item, Mr. Chairman, which we didn't get to in last year's estimates. I'm hopeful that this year we'll have enough time to do it.

Mr. Van Horne: Last year's complement in this area was 10. Could you offer some

further explanation for this area—that is “implement management by results program”? Do you want to tell me a little bit more about that program?

Hon. Mr. Wells: Management Board, in their scrutiny of all the estimates of the government and each ministry, have implemented what they call the management-by-results system. Our people in this branch work with the Management Board analysts who set a result for each program. You tell them ways you will achieve that result and when you come back a year later with your estimates you then review whether you have been achieving the results. If you'd like an example of that I can have one of our people give you an example of a program and how they set a management-by-results objective and how that was met.

Mr. Van Horne: Yes, I wouldn't mind spending a moment on that, Mr. Chairman.

Mr. Peek: I could give you one here—just a summary of it—on the schools for the blind and deaf. It starts out with the objective which is to provide approximate educational opportunity for hearing-impaired, visually-handicapped and multihandicapped pupils directly through ministry institutions and indirectly through the support of school boards. The results description:

1. To educate pupils referred to schools. For 1976-77, we have the actual enrolments —1,126; for 1977-78, the target which is 1,234, and then a proposed 1,200 for 1978-79. Those targets and proposed enrolments are based upon an analysis of what will be required by the schools and by the province.

2. Enrolled pupils on current waiting list. We have waiting lists in the deaf-blind program and in the aphasic program. In 1977-78, our target was to enrol three who are on the waiting list of the deaf-blind program, and that would meet the total waiting list. In the aphasic program our target for 1977-78 was to enrol seven more aphasic children and 10 more for 1978-79.

3. To train staff to deliver provincial and local programs. We had an enrolment in 1976-77 of teachers training for the deaf program of 97. The target for 1977-78 is 150 and that proposed for 1978-79 is 130.

The course results description is to provide resource services to local school boards. The results are described as the number of visits, one-day seminars, summer courses, special learning materials provided and hours of captioned film. Each of those has a quantity description. Then at the bottom we have the resources required to run this program. It shows the estimates for the

three years from 1976 to 1979 and the complement required. That's the summary of the management-by-results program for the schools for the blind and the deaf.

Hon. Mr. Wells: Let me say that from that you will see that it sometimes doesn't relate directly. A management-by-results system applied to a social service like education doesn't necessarily result, but it's very hard to convince some of the management types that this is so. In other words, you've got a system that was basically developed, I suppose, for production in industry and so forth where you set the result you ultimately want, the number of little parts produced at the end of each month, and the management systems that will be needed to effect that. When you translate that kind of a technology and systems thinking into the social service field, it sometimes sounds kind of different and perhaps not as relevant as it might.

Mr. Van Horne: To a degree you're going along with the request of the Management Board here.

Hon. Mr. Wells: We have to go along to get the money.

Mr. Van Horne: You are going through an exercise that really isn't too meaningful for this.

Hon. Mr. Wells: We've all been through this and we've all argued our attitudes about the social systems and the application of things like. It used to be PPBS, program planning and then—

Mr. Van Horne: Resource allocations.

Hon. Mr. Wells: —resource allocations and management by results. Then we will start into zero budgeting probably.

Mr. Van Horne: We'll combine that with sunset and Mr. Walker. The complement has gone down by two and yet the decrease in salaries is only \$15,000. I have to wonder how much you are paying some of your people. I know you're a frugal lot over there but, goodness, considering salary increases, whatever the percentage might be, it raises a question. There is a decrease of \$15,200, but you're down two in staff. Is there some explanation for that? You may have lost a very expensive employee and hired one at the bottom in the salary scale?

Mr. Chairman: Could that information be given to you at a later time, Mr. Van Horne?

Mr. Van Horne: I would be delighted to get it later if there is no answer available right now.

Hon. Mr. Wells: The reason the decrease was not as much as might be anticipated from a reduction of two in staff was on

account of the salary increases for the other people that remained there. In other words, this is the net figure at the end. The salaries for the other eight increased and ate up some of the decrease that would have come from the salary of the two people.

[5:15]

Mr. Van Horne: Is there any money here for what used to be the internal audit for superannuation funding? I don't know that this is the right place to ask.

Hon. Mr. Wells: Which is that?

Mr. Van Horne: We talked about internal and external audit fee for such things as superannuation fund. I know that's a separate situation, but is there any of that money spent here in your estimates program, or the monthly expenditures? Is there anyone who would be paid in this area who has any responsibility in the area of superannuation?

Hon. Mr. Wells: There is one person in that branch who has special interest in the superannuation fund and does a lot of the financial work. For instance, if I ask questions about the fund he will liaise with them, and he prepares the superannuation projections with the commission for our estimates and so forth. He's not an auditor, he's a financial analyst person who does these planning projections.

Mr. Van Horne: What is the name of that person, or are you free to give that?

Hon. Mr. Wells: Andre Rolavs.

Item 6 agreed to.

Mr. Chairman: In view of the time, can we move the remaining four items along quickly? Would the committee agree with that?

Items 7 to 10, inclusive, agreed to.

Mr. Van Horne: I'm just asking this now, so that the staff can give me the answer later on. The authorized complement in the area of audit services is five. I would like to know from you, Mr. Minister, what the total complement is for all ministries. Is there some way I can get that?

Hon. Mr. Wells: The total complement for all—

Mr. Van Horne: For the internal audit, yes. Is there one source that I can go to for that without looking through all of them?

Hon. Mr. Wells: I guess Management Board estimates, or the estimates of the Auditor; probably he should have the details of all the internal audits in the ministries.

Vote 3001 agreed to.

Mr. Van Horne: You're faster than a speeding bullet today! More powerful than a locomotive!

Mr. Chairman: We move things right along, Mr. Van Horne.

On vote 3002, education program; item 1, curriculum:

Mr. Van Horne: We'll get you a job with the Dulcolax company if you're not careful. For openers, there are many of us who would like to spend considerable time on this particular topic. Before we get into curriculum and the various subheadings, 14 of them here, I would like to ask the minister if he might provide for me some information at some later date. I intended to ask this in my opening comments and did not, so perhaps I'll write it out more properly for him. If he could get it, I would appreciate it. I would like to know how many special education students there are in the province of Ontario. I intended to ask this in my introductory comments. I'm asking it now, before we get into this, so that we can get the information at a later time. If this is not—

Mr. Chairman: That would be in special education. That's the next item.

Mr. Van Horne: There's another item beyond that—

Hon. Mr. Wells: If you write it out I'm sure we can get the information.

Ms. Gigantes: I think that was detailed by the minister last week in the House, in response to questions that we asked earlier.

Mr. Van Horne: I haven't finished the question, so I'm not sure that the answer I'm hoping to find would be there, but we'll come back to that later and I'll just serve notice that I'll be asking the question completely.

In the area of curriculum, we spent considerable time last year—I say this by way of introductory comment—talking about the new guidelines that were coming on stream and about the implementation of them and, of course, of the feedback from the teachers across the province who were interested in and involved with them. So I would like to start with a general question to the minister: Can he tell us about the curriculum guidelines that we debated last year and what state they're at at this point in time?

Hon. Mr. Wells: I have the exact information that the hon. member wishes here, but first, just to give you an overview, it doesn't have to be said that curriculum activities are still a very high priority of the ministry and they are continuing and have been continuing ahead.

Since we met last time, 54 documents have been printed and released, 27 of them in English and 27 in French. At the present time, we have in the production and develop-

ment stage 78 curriculum documents in English and 52 in French. I have lists of those available if you'd like me to indicate what they are, but perhaps first we could deal with the question that my friend has asked, and that is concerning the new guidelines in the core curriculum and mandatory subject area.

That is the intermediate division. Of course, the history, intermediate 1977, has been issued and we're in the process of issuing support documents to that particular guideline—one on current events, one on Canadian-American relations, one on Canada's multicultural heritage, one on the opening of the west, and one on rebellions. Those ones are already in the schools and have been released and there are some others that are in the development and translation stage. The history guideline is presently in the process of being implemented in the various schools across the province.

The new English intermediate guideline has been introduced. The reaction has been very positive to it. The implementation process begins in September, 1978. There are some support documents for it that are being prepared and will go out. One of them, called Language across the Curriculum, should be out very shortly, within the next few weeks. Another one on reading and another one on evaluation in English is going out. That document provides the basis for the mandatory English programs and the core programs.

We also issued an English senior guideline, one that incidentally has been in the works for a long time and is finally out. I think it has been very well received. It's certainly a very comprehensive guideline and it provides the basis for the other English courses, the two others in the years three and four or grades 11 and 12, which of course are mandatory courses for the secondary school graduation diploma.

There is also a guideline in English as a second language which is out now and there will be some support documents going out for that particular guideline.

Mr. McClellan: Could you table that?

Hon. Mr. Wells: Yes, we may even have it here.

Mr. Van Horne: That's what I was going to ask for, too.

Hon. Mr. Wells: Yes, I'd be happy to, but you should have those. Those guidelines all should have been mailed to you. Have they not been?

Mr. Sweeney: Excuse me. May I interject for a minute? I was caught off guard when you said the intermediate English one had been introduced. I haven't seen hide nor hair

of it. What was the release date on that? Do you have a date on it?

Mr. Storey: December 1977.

Hon. Mr. Wells: Did you not get those copies?

Mr. Sweeney: No, not that one. I've been waiting for that one for months.

Hon. Mr. Wells: You're on our mailing list.

Mr. Sweeney: Somebody else is filching them.

Mr. Van Horne: No, that's the English—

Mr. Sweeney: Intermediate division English?

Mr. Van Horne: English as a second language.

Hon. Mr. Wells: This is English intermediate division and this one is the senior division.

Mr. Van Horne: I have that. It's the English as a second language here that I can't recall.

Hon. Mr. Wells: I'm sorry, Mr. Sweeney, we didn't have you on the list. The opposition critics were on the list.

Mr. Sweeney: That's my fault.

Hon. Mr. Wells: We'll add you to the list if you wish.

Mr. Sweeney: It's just that one in particular I was looking for.

Hon. Mr. Wells: We'll get you one.

Mr. Van Horne: Again, as I indicated in my opening comments, these materials have been coming through very nicely now, particularly since we raised a bit of a fuss in the fall. But the English as a second language one is the one that I don't recall seeing. It may be stashed away somewhere where I just haven't paid any heed to it.

Hon. Mr. Wells: The other one is mathematics intermediate, 1977, which, of course, is a little more controversial. There has been a draft—in fact, there have been several drafts distributed to boards and teachers and we've had a fair amount of concern expressed to us about this guideline. Because of that, we've increased the time line for evaluation and extended it by one year.

Ms. Gigantes: At the end of 1980.

Hon. Mr. Wells: Implementation is scheduled for 1980. A draft has just gone out to all the math teachers and they're in the process of reviewing that draft. The writing team will be getting together again this summer. It will be reconstituted this summer and they'll do their writing again in the summer of 1979.

Ms. Gigantes: I'd like to remind the minister that when the whole subject of core curriculum burst upon us with a lovely government flurry in November 1976, the public was given the impression that you could do things overnight. I insisted then and I insist now that that was a kind of fraudulent exercise. This is a time-consuming process. It's a very important process. The kind of feedback and evaluation that you're getting on the program is the way it should be done. I'd like to make the point that the kind of political mileage the government made on core curriculum, especially in the math area, was a mild hoax on the public, to put it gently.

The kinds of predictions that were made by opposition members last year in the estimates have all come true. When we told the minister then that he was not going to be able to snap his fingers and implement a core curriculum of the kind he was describing and publicizing to the Ontario public overnight, he rejected that. He said there was no deception going on. I'd love to see the ministry put out a press release these days and say that in fact it takes a long time to change the direction of a core program such as mathematics at this level. I'd like him to say publicly that the kind of hoax that was pulled on this question was one that he will not engage in again.

[5:30]

Mr. Sweeney: He had to meet a deadline, though, Evelyn—a three-hour deadline.

Ms. Gigantes: Yes, there was an election deadline involved.

Hon. Mr. Wells: I reject the comment that it was a hoax. I will accept the comment that perhaps we were a little over enthusiastic—

Mr. Gigantes: Opportunist.

Hon. Mr. Wells: —in believing that it could be done as quickly as some had said. But let me point out that we were trying to turn around a feeling among most people in this field that it had to take about eight to 10 years to get new curriculum guideline out.

Ms. Gigantes: Oh.

Hon. Mr. Wells: No. We say that, but really it is very easy. I mean, we see the length of time that the math guideline is going to take anyway, and I think I was beginning to get the feeling that people felt we could take that kind of time to develop guidelines. By going to the opposite extreme, we have caused the process to tighten up a little and we have caused people to devote more time. We have set new procedures for guidelines; instead of developing them as an ancil-

lary part-time activity, we have teams of teachers who are willing to work with much greater speed and so forth.

I think the process has been good. I may have misjudged my timing to some degree as to what our possibilities were, but I am not unhappy with the way the process has gone and I believe that it has all been to the good.

Ms. Gigantes: Mr. Minister, I would like to remind you that the ongoing, already initiated program of developing the new math guidelines had very much the same time schedule as you have had to adjust to. You knew that when you made your announcements. You knew the public in Ontario was going to misunderstand what you were saying; they were going to believe that within the next school year, there was going to be a dramatic return to a core program of blah, blah, blah.

Hon. Mr. Wells: There has been.

Ms. Gigantes: Yes, there has been, and it's a long, slow, drawn-out, careful process—

Hon. Mr. Wells: It is a long, slow process, but it had to start at some date.

Ms. Gigantes: —which you have done the right way, but the kind of flim-flam—my colleague from Bellwoods (Mr. McClellan) says flim-flam, and I think that's the right word—that you fed to the public on this subject back in November 1976, I think has been shown for what it was. It's a slow process which you have, to your credit, carried out appropriately, I think.

Hon. Mr. Wells: The point is that it has happened. There were still a lot of people around who didn't want it to happen and believed that we should have continued on as we did with a decentralized or even greater decentralized curriculum. I think the dramatic thing at the time—it had to be dramatic; I delivered the speech to the Ontario Association for Curriculum Development, and I know that it was wildly accepted by some people, but it was seen as the end of the world by others.

Ms. Gigantes: It sure took the pressure off you for an election in June 1977; that's what it did.

Mr. Grande: That's what it was all about, and you know it.

Hon. Mr. Wells: No, I disagree. It was really all about getting the direction of the school system turned around a little.

Ms. Gigantes: Back in line.

Mr. Van Horne: Mr. Chairman, perhaps we can go through these sub-activities in the area of curriculum a point at a time, as was the desire of Ms. Gigantes and her com-

mittee members. I see there is a reduction in the office of the director. I am not sure that any further explanation is needed in that; however, there's a slight increase for curriculum documents. I'm just wondering if we shouldn't pursue that. I realize again the statement is here that this reflects the inclusion of constrained media liaison activities et cetera. Is this going to go on and on, or can we look for some reduction in this particular topic somewhere down the line? It's more than \$1.5 million.

Hon. Mr. Wells: This is in the production of curriculum documents?

Mr. Van Horne: Yes, that's correct.

Hon. Mr. Wells: No, I wouldn't want to lead you to believe we could look for a reduction there. Certainly, the new directions that we all seem to be supporting, the involvement of more people in the field in preparing the documents, the desire for more detailed curriculum guidelines, and the desire for more resource and support documents, are going to mean we may even step up our activities here. As I indicated to you a minute ago, there are something like 78 documents in the developmental stage at the minute in English and French. I think that indicates that this vote is going to stay that way for a while.

Mr. Van Horne: I defer to the other committee members. If they want to switch back and forth for each item, that's fine with me, Mr. Chairman.

Ms. Gigantes: In response to Mr. Van Horne, I think that my colleague Mr. Grande would like to raise questions specifically on one area of curriculum, but in terms of going through these items point-by-point, that is not our interest.

Mr. Chairman: Right. For the purposes of orderly discussion I think we should try to stick to two members and alternate it back and forth.

Ms. Gigantes: Good.

Mr. Chairman: That's the way we've handling it and I think that would make for a more orderly discussion. Mr. Van Horne, continue.

Mr. Van Horne: The next item is curriculum implementation. We did talk very briefly about money elsewhere last year, Mr. Minister, that is, money that would have been allocated to regional offices for implementation. We see here a fairly good-sized decrease; the budget last year was \$53,000 and now we are down to \$17,000. Is there any further comment you can make

on the involvement of regional offices and other money for curriculum implementation?

Hon. Mr. Wells: I think perhaps the director of our curriculum branch could tell you how the implementation is taking place.

Mr. Van Horne: And whether there is other money for regional offices.

Mr. Storey: Actually, when we had that amount of money for implementation, we had a policy that perhaps put the greater emphasis upon the regional offices through the curriculum branch for that implementation process. Now the major implementation is the responsibility of the school board. Therefore the amount of funds within the budget this year is reduced considerably as a constraint so that we ensure that the regional office people, first of all, are aware of the philosophy content of the documents. They, in turn, arrange meetings with the local officials. That is the basis for that particular budget item.

Mr. Van Horne: Then will the regional offices be spending more money or less money? Did you say that or not?

Mr. Storey: No, that won't affect their budget at all. The major thing is that the responsibility for the implementation is basically that of the local school board.

Mr. Van Horne: A couple of other items, Mr. Chairman. Native studies is next. We realize that again there is a decrease in the amount of money spent. The explanatory note suggests that document development and production will be curtailed but other activities will be maintained. Could the minister or one of the staff elaborate on that?

Mr. Storey: The activities of that particular group are not reduced drastically. As you are aware, we produced the PONA II document this year which was part of last year's budget. We have a PONA III group now producing a curriculum guideline for credit purposes at the intermediate and senior division levels. The budget for this particular year was underspent. We looked at where we could constrain and we felt that, without reducing the activities of that particular operation within the branch, we could save some funds for this year. It really will not curtail that particular activity.

Mr. Van Horne: Is there any further development in the request from the London board for their native studies course?

Hon. Mr. Wells: We have held some meetings with them—

Mr. Van Horne: When you say "we," Mr. Minister, you mean members of your staff and

native people are included on that. Is that true?

Hon. Mr. Wells: Yes. A meeting was held at 9 o'clock, Thursday, April 27, at our regional office in London, chaired by Mr. Pat Fleck, our regional director. There was Mr. Fleck and Mr. Latimer from our regional office, Mr. Lickers and Mr. Bigwin from the curriculum branch of our ministry, and Mr. McVie, Mr. Roger Macaulay and Mr. Douglas Gordon from the London Board of Education. A Mr. Len Obalaka was also there. Do you want me to read you their summary of what happened?

Mr. Van Horne: In the light of my having pursued the issue before, yes.

Hon. Mr. Wells: Sure. It says: "The misinterpretation of the intermediate history guideline was the crux of the problem. It became evident during the discussion that the problem could have and should have been settled at the board administration level.

"It was resolved that the teacher would make a number of revisions to the present course outline for native studies, with the assistance of Mr. Macaulay, to fit the course into the contemporary Canadian and world concerns area of the intermediate history guideline. The revised course would be presented to Mr. McVie and Mr. Macaulay for board approval and then presented to the regional office for ministry approval. The opinion of the parties attending the meeting was that approval would not be difficult to obtain, a new course would not have to be inserted into the school timetable and it would not be an experimental course.

"A second meeting had been arranged for 11 o'clock, involving all of the aforementioned and representatives from the London District Indian Advisory Education Council. However, only Ms. Myrna Kicknosway represented this council. She made no comments at the meeting.

"Mr. Fleck agreed to communicate this understanding of the proposed solution to all the parties concerned.

"Mr. Lickers and Mr. Bigwin attended a meeting in the afternoon of April 27, 1978, at the Indian Affairs office, with Ms. Kicknosway and other representatives of the Indian advisory council. The deliberations of the morning meeting were reaffirmed to allay any misunderstandings by the native people in the area."

The question, of course, is whether this meets the desire of the native people in the area, and that is not indicated in that memo. Do you have any word back from them yet?

Mr. Storey: Not as yet.

Ms. Gigantes: It's interesting to find, too, that the ministry notes describe the question at issue as one of misinterpretation. Surely, in fairness, you could call it interpretation.

Hon. Mr. Wells: Yes, I think that is probably a better word: an interpretation of the history guidelines.

Mr. Van Horne: I don't know if the member opposite was aware of the correspondence—I haven't got it with me—that went back and forth between that board and the ministry, and then copies came down to me. I would have to suggest that something went off the rails at the very beginning. Misinterpretation is one way of putting it; and I'll be Christian and stop at that point.

Hon. Mr. Wells: I just feel the local board probably could have settled the matter themselves but, perhaps for a variety of reasons, they felt that they needed our involvement. We are happy to be there to assist.

Mr. Van Horne: Again, it ties in with the whole question of what are the regional offices doing. I don't want to make an issue of that now. I am just sort of building up the case, and I'll get to that before we finish these estimates.

[5:45]

Hon. Mr. Wells: You realize that it also ties into the whole point of what we have been talking about in the core curriculum and mandatory subjects. The request was that the special course be recognized as the one that would count for the mandatory Canadian history course. That's part of what we had moved away from. A year ago, before we announced the new mandatory requirements for the graduation diploma, we had a very broad topic called Canadian studies in which it was possible to have a whole host of courses. We moved to the more limited Canadian history, intermediate division, with a core curriculum.

It was our belief that that was a step forward. We really want to be careful that we don't start watering down that requirement by accepting a lot of other courses in lieu of that. That's not in any way meant to say that this isn't a very valuable course. It is. It is a very good course, and it's a course wanted by the people at Saunders School, isn't it? It's wanted by the native peoples who attend Saunders School.

Ms. Gigantes: It's such a strange comment, I think, on the whole purpose of setting up such a program. In a sense, what we are saying to native people, as far as I can see, is, "Yes, you can have native studies; but you also have to have the white man's view of Canadian history at the same time."

Hon. Mr. Wells: If there is one thing we need in this country it's a combination view that presents not the white man's, nor the Indian's nor the Quebecker's nor the British Columbian's view of history, but what is history.

Ms. Gigantes: Why do they need a special course? We know the reasons they need a special course; it's because of the way we've taught Canadian history. It's been a white man's way of teaching it, as far as native people are concerned.

Hon. Mr. Wells: I think this is not just a history course, it's a native people's culture course. We do make native studies a compulsory core.

Ms. Gigantes: You see, we separate the two and they don't; that's the point I am talking to.

Hon. Mr. Wells: I accept that there are parts of our history course that should be part of their history course too. If it's valuable for anybody, it's valuable for everybody in the schools. Do you not buy that?

Ms. Gigantes: I might not agree with you at all, except inasmuch as the process might be a reversible one. It might be more useful for the good old white Anglo-Saxon Protestants in our school system to be taking the native studies course—to have everybody take that, perhaps, at some point.

Hon. Mr. Wells: Of course, everybody does; I mean native studies is a very integral part of history all through the elementary school program, and it's part of the core courses. If there's one thing that's a mandatory part of the program in most schools it's the native studies component.

Ms. Gigantes: Yes, but you know that our students come out of high school and have no real empathy or understanding with the native culture and native history in Canada. I can cite you examples: I met a lovely, 17-year-old three years ago in BC from North Bay, a girl who was curious about the world and was involved at that moment in an exchange program between Canada and Mexico, in Canada World Youth. She simply had no understanding, in spite of the courses she had taken, as do all other high school students in Ontario, of who the native people were, what they had gone through, what they are about in Canada.

While she had enormous sympathy for Mexicans, whom she had met in the exchange program who wished to speak what she called Mexican—she identified so strongly with their culture that she called it Mexican instead of Spanish—she did not begin to

understand the people on whose reserve she was working in that exchange program. She had no respect for them. She was a lovely person; she was the person who I think, with some background in our school system, would have had an empathy and an understanding. She exhibited that capability in her intense identification with the Mexicans she had met while she was on the exchange program.

I was appalled; I was absolutely appalled.

Hon. Mr. Wells: It is a part of the core program in the new history guideline that Canada's original peoples be one of the core content areas that is to be taught. Hopefully that is going to correct some of the problems that you have indicated, if they have been there, in the non-awareness of this history among our young people.

All these things have been coming into the schools within the last few years—the elementary guideline, the intermediate resource guide that we talked about the other day, and now this program dealing with Canada's original peoples as one of the core component areas.

Ms. Gigantes: Our past failures have obviously been great, and our sensitivities are now obviously improving, but when a native group tries within its understanding of the guidelines for the development of studies in a situation such as the situation with the London board, it seems to me what they are asking for is quite a reasonable kind of approach. I can't see how the ministry can end up calling it a misinterpretation, and I can't see why the ministry shouldn't consider developing the kinds of approaches these people are asking for within their own school system.

Hon. Mr. Wells: There is plenty of flexibility for that to be there. What is in question is whether the mandatory course that we have all agreed is part of the core program should be that course, or whether it should be the one that includes that plus a variety of other subjects that all make up the intermediate history guideline. I just happen to think we should be able to work something out.

It probably could have been worked out at the board without getting us involved, but it wasn't to be that way. Many of the things in this province aren't worked out that way; they all end up on our doorstep or on my desk; so be it. We have to give answers. Sometimes the answers please some people, sometimes they don't; but we try to be fair and equitable.

Ms. Gigantes: I think there's room on this subject for an extension of the ministry's flexibility.

Mr. Van Horne: I have no further questions on the curriculum, Mr. Chairman. I am just writing out a question which, with the minister's permission, I will pass on to one of his staff; that is, the question on grants that I had indicated I wanted information on earlier. Is that all right with you and the minister?

Mr. Chairman: Yes, certainly, Mr. Van Horne.

Ms. Gigantes: I was going to pursue a little further the questions on moral values as a curriculum project. I am wondering whether it is worth my while doing that. I would prefer to give the time that we have on the discussion of curriculum to my colleague Mr. Grande to talk about the particular kinds of questions he would like to ask concerning the heritage language curriculum.

If I could, I would simply like to ask you if we could keep that item open until Wednesday. He, unfortunately, had to leave at 4:40.

Mr. Chairman: We are certainly not going to pass the curriculum item today, Ms. Gigantes, so there is no problem as I see it. We won't be meeting tomorrow, as you know, because of other commitments the minister has. We will be meeting Wednesday afternoon at 1 o'clock, and I see no difficulty in accommodating your wish in that respect.

Ms. Gigantes: Fine. If you wish, I will use the last four minutes, or I would be quite happy to adjourn and have four minutes added on Wednesday. I can spin it out for you if you like. It's your choice.

Mr. Chairman: If you want to pose a few questions not related to the moral values issue which you want to raise, if there are any other questions in curriculum which you want to pose—

Ms. Gigantes: No, I think not.

Mr. Chairman: —I would certainly be quite pleased to entertain them. I can understand why you would want to keep your comments in a block.

Ms. Gigantes: Yes.

Mr. Sweeney: Can I raise once again with the minister, since he brought it up himself, this whole question of the new curriculum guidelines with respect to history? I think the minister will remember a while back that we had a lot of reaction from professional people around the province, and I wondered if there had been any more discussion with them since

the guidelines have come out? Have they had their concerns alleviated in any way, or is it full sail ahead and damn the torpedoes? Where are we with that? I think the minister remembers what I'm referring to.

Hon. Mr. Wells: Oh yes.

Mr. Sweeney: I'm just asking for an update on that because to my understanding they're still very unhappy with it. I wonder what your ministry is doing about it.

Hon. Mr. Wells: I haven't heard too much about it recently. Did you see a copy of the letter which we received in December from the Ontario History Consultants' Association?

Mr. Sweeney: I don't get the good ones.

Hon. Mr. Wells: I'll just read it to you.

Mr. Sweeney: They only send them to you.

Hon. Mr. Wells: "At our last provincial meeting, the members of the Ontario History Consultants' Association requested that I write you on their behalf. Although our association is well known to such ministry officials as Jim Doris, you may not be as familiar with it.

"Briefly, the association has members who have system responsibilities within the area of social studies and/or history. These members are from boards of education across Ontario, from Windsor to Ottawa, separate and public, urban and rural. The members wish me to express our support for the new intermediate division history guideline. This document, complimented by the ministry's comprehensive package of support material, has presented a new and welcome approach to curriculum delivery. The smaller county boards with their relatively limited support staff were especially appreciative.

"I have also been asked to request that you grant permission for a second, honours-level history course in United States history."

The rest of it goes on to deal with the request for an honours course in United States history.

They, as I say, are the consultants who work with the history teachers. I would be wrong if I didn't indicate to you there are still some high schools that don't approve of the approach, some high school teachers who don't approve of the approach, and there are probably some university professors who are not happy with this type of approach.

Mr. Sweeney: The concern, as I understood it then, and from talking to people recently, is that the approach you are using is more of a return to what you had before. In other words, it can more generally be called Canadian studies as opposed to Canadian history. In other words, it's not an historical or an historian's way of dealing with the subject.

I don't understand that that particular criticism has been properly addressed.

In other words, the people who view it from an historian's point of view feel that it really isn't a good course in history. It's a good course in Canadian studies; it's a good course in Canadian sociology; but it isn't a good program of history as the discipline of history is understood.

Hon. Mr. Wells: The program of history will unfold also—

Mr. Sweeney: Oh, come on now.

Hon. Mr. Wells: —both at the elementary level and in other areas. I think those who wish to teach this in the manner you've indicated can do so, but it also transcends that manner and introduces a whole element to the teaching of Canadian history. What's the title we use for it—Contemporary Canadian and World Concerns? It introduces all those aspects of Canadian life and Canadian history that are going to help make people better citizens.

Ms. Gigantes: Moral values.

Mr. Sweeney: I'm not ruling out moral values. Again, let's come back. Our concern, you'll remember, when this was raised way back was that there was no compulsory program in the secondary schools of the province of Ontario for a solid course in Canadian history.

Hon. Mr. Wells: I think this serves that purpose.

Mr. Sweeney: It doesn't seem, according to the professionals, to meet that particular need. It's valid, but it doesn't meet that need.

Hon. Mr. Wells: No, not to some professionals. As I indicated, here are the history consultants saying this suits their needs very well; to some pure historians, it doesn't suit their needs. I've learned that we'll never suit everybody's needs.

Mr. Sweeney: Mr. Minister, when the issue was raised, going back to that fateful day in October 1976, you seemed to be saying that you agreed there needed to be such a course. I think that is why there was so much consternation when the course came out. It seemed to contradict what you yourself were saying.

Hon. Mr. Wells: I don't think so. I think those elements are all in this program. A good solid course in Canadian history is here, maybe in a little different way. One of our problems has been that people who have studied, or had experience with, or suffered under in some cases, the old type of Can-

adian history, have not been inspired by it. Here we are bringing out an approach to Canadian history that will have a far greater effect and benefit on all students.

Mr. Sweeney: I have to continue this.
Mr. Chairman: The committee will adjourn to reconvene on Wednesday at 1 o'clock.
The committee adjourned at 6 p.m.

CONTENTS

	Monday, May 1, 1978
Ministry administration program	S-413
Personnel services	S-426
Information services	S-427
Analysis, research and planning	S-428
Education program	S-430
Curriculum	S-430
Adjournment	S-437

SPEAKERS IN THIS ISSUE

Gaunt, M. (Huron-Bruce L.)
Gigantes, E. (Carleton East NDP)
Grande, A. (Oakwood NDP)
McClellan, R. (Bellwoods NDP)
Sweeney, J. (Kitchener-Wilmot L.)
Van Horne, R. (London North L.)
Wells, Hon. T. L.; Minister of Education (Scarborough North PC)
Young, F. (Yorkview NDP)

From the Ministry of Education:

Boynton, J., Director, Communications Services Branch
Peek, G., Planning Analyst, Budget Services Branch
Pitt, Dr. C., Director, Ontario Institute for Studies in Education
Storey, J. W., Director, Curriculum Branch

22. 12. 1911
23. 12. 1911
24. 12. 1911



Government
Publications

No. S-14

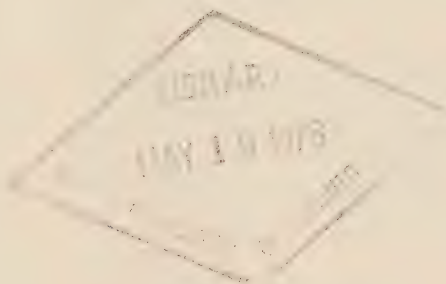
20
36

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Education



Second Session, 31st Parliament

Wednesday, May 3, 1978

Clerk: Roderick Lewis, QC

Speaker: Honourable John E. Stokes

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

WEDNESDAY, MAY 3, 1978

The committee met at 1 p.m.

ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3002, education program; item 1, curriculum:

Mr. Grande: I'd like to thank the critic for my party who gave up her time to me to begin on this particular vote.

I would like to bring forward three particular issues under this vote. One, is a continuation of the same issue of English as a second language. The second one is the issue of full-day kindergarten. I would like to explore for a few minutes what possibility there exists there. Thirdly, there is the issue of the heritage language program. I would like to ask the minister some questions as to whether anything new is happening in that area.

Let me begin with ESL, English as a second language, and ask a question regarding the new weighting factor I believe the minister has introduced this particular year. I would like to find out, in particular, what increase in funds does that weighting factor mean. In other words, how much money was there for boards of education in the whole of the province of Ontario, and in particular in Metropolitan Toronto, for the English-as-a-second-language programs that they run, and how does it compare with this year in dollar terms?

Hon. Mr. Wells: I'll give you that figure in a minute, if you want to go on. The fellow who has it isn't here yet for some reason, but I've got it for you.

Mr. Grande: Since this particular year, 1978, is clearly the first year that you have had this weighting factor for English as a second language, does that mean you have a definition of what a new Canadian student is?

Hon. Mr. Wells: Yes. I can read you the definition from a copy of the grant regulations, which would give you the definition of the person who qualifies for the English-as-a-second-language weighting factor.

Mr. Grande: That's what I want.

Hon. Mr. Wells: I'll give you the definition from the grant weighting factor. The

reason we're a little slow in getting this information to you is that we're crossing over here. We're really talking about grant matters and our grants people aren't all here for this vote. This is the curriculum vote and we're talking about the curriculum part. The funding part of it is all part of the responsibility of our grants people and the general grant regulation, which we will deal with under school business and finance further on down. They're not quite here but they will be here in a minute. I can get you that information in a minute.

Mr. Grande: I appreciate what you're saying. I will not press that. However, you appreciate the fact that I cannot talk about curriculum in ESL, unless I do have that information to make comparisons in terms of what it means in funding. Obviously, funding means programs and programs mean whether the children's needs are met.

Hon. Mr. Wells: Right. We'll have it for you in a few minutes. It's just that the grant people are here but they're not right in the room at this minute.

Mr. Grande: Let me go to the second issue and leave that for the time being.

Mr. McClellan: I think this is related. Before you do that, we had asked for some guideline material on ESL and some other topics yesterday. I was wondering if that was going to be made available today.

Hon. Mr. Wells: The curriculum guideline on ESL?

Mr. McClellan: That's right.

Hon. Mr. Wells: I thought that was to be delivered to you.

Mr. McClellan: That's what I thought.

Mr. Storey: A full set of all of the new curriculum materials was delivered to the critics in each party.

Mr. McClellan: That was the status of the thing as of before yesterday's meeting. We had wondered if it was possible to make those available to members of the committee aside from the critics. I thought that was what was going to happen.

[1:15]

Mr. Sweeney: Our critic has them.

Mr. McClellan: I know the critic has them. I had asked specifically if I could have a copy and I thought there were other members of the committee who wanted them as well.

Hon. Mr. Wells: I'm sorry, I thought they had been delivered to you.

Mr. Storey: A full set.

Mr. McClellan: I don't want a full set. I just want the ESL guidelines.

Hon. Mr. Wells: You just want the ESL guidelines, we'll get you that.

Mr. McClellan: Thanks.

Mr. Grande: I thank you for that information prior to the vote. Let me go on to the full-day kindergarten issue and ask you what is the government's policy regarding full-day kindergartens.

Hon. Mr. Wells: Our policy is that we do support full-day kindergartens in certain areas. I would say that the vast majority of those are alternative full-day kindergartens, are they not? I am told that about 7,500 students are enrolled at the present time in a variety of all-day kindergartens that are not alternative all-day kindergartens. There are alternative all-day kindergartens in certain areas where the busing is a problem and they bus in every other day.

Our policy at the minute, if any boards talk to us about it, is to tell them that we can't fund all-day kindergartens. We point out that given the moneys that are available, if a very large number of boards were suddenly to decide to adopt all-day kindergartens, it would eat up the increase in grant money that is available, and we just can't fund it.

So in order to keep within the constraints that we have, we have been telling boards which have asked recently that we can only fund half-day kindergartens. If they want to operate them full-time they'll have to fund them locally.

Mr. Grande: Let me go back a little bit; you suggested there are approximately 7,500 children who are attending full-day kindergarten right now in the province. You did say that?

Hon. Mr. Wells: That's right. And we are not removing that at this time.

Mr. Grande: I'm not asking any question in that direction, certainly not. What I'm attempting to find out, does it mean then that the policy of the government is here, there and everywhere? Does the Minister of Education or do the ministry people decide whether a particular board should have a full-day kindergarten?

Hon. Mr. Wells: No, the policy of this ministry is that compulsory school attendance

begins at age six. Junior kindergartens and kindergartens are an optional program of school boards. They are provided for under the legislation and they are funded under the grant regulations. They are not part of mandatory school attendance. Therefore, we've left it up to the boards to develop these programs as they wish. The restrictions are fairly open. The only place where we can impose certain of our determinations is in what we will fund. At this time we can only fund what we now see in place. We could not fund a rapid expansion to all-day kindergartens. If a local board wishes to carry it on they will have to fund it completely, 100 per cent.

Mr. Grande: But the point I'm trying to make is how do you decide whether you fund or do not fund?

Hon. Mr. Wells: At this time we haven't been making any decisions. But there appears to be a ground swell coming along to switch to full-day kindergartens, senior kindergartens. People have inquired of us about these, and we've indicated that there is just no way that we can support those programs with grants now.

Mr. Grande: I'm still not clear what the minister is saying. He says there are 7,500 kids who are participating in full-day kindergartens right now, and that they do have a policy. He does fund these 7,500 kids at full-day kindergartens—

Hon. Mr. Wells: Right.

Mr. Grande: —and counts these kids as full-day attendance and therefore legislative grants flow to those particular school boards.

Hon. Mr. Wells: Right.

Mr. Grande: I just want to find out how that decision is arrived at; to fund some boards and not to fund other boards?

Hon. Mr. Wells: It was a straight case of accepting what was happening, but we now find that if there was to be a sudden proliferation of all-day kindergartens it would eat up all the grant money. We don't have an open-ended general legislative grant. This year's whole grant regulation is based upon an absolute dollar amount which you find under general legislative grants here. The roughly \$1.97 billion is based upon half-day kindergartens as they were in place and the full-day kindergartens that were in place before. That grant regulation likely will form the base for next year as well. So what we are saying to people is, if you want to do it you will have to fund it 100 per cent yourself.

Mr. Grande: When was this decision made?

Hon. Mr. Wells: The decision to say that's what we would do?

Mr. Grande: Right.

Hon. Mr. Wells: The decision on that was made two or three weeks ago when it came to our attention that there was, as I say, a ground swell movement, or some kind of a competition, to see who could get into full-day kindergartens. Educationally there are as many pros as there are cons to the whole idea of full-day kindergartens—we are talking about kindergarten as a kindergarten, not as a daycare service or anything else.

Mr. Grande: Sure, of course.

Ms. Gigantes: Does the senior kindergarten throw in a question as to the decision about increasing the number of half-day kindergartens?

Hon. Mr. Wells: Increasing the number of half-day kindergartens? No, I don't think we would have any worries that that would completely skewer the whole grant plan for the year.

Ms. Gigantes: So you will still proceed with new applications for half-day?

Hon. Mr. Wells: Yes. Mainly of course that would come in places that don't have any junior kindergartens. The half-day programs are systematically coming along and I think we can accommodate those because they have been moving at a normal rate that we build into the grant regulation each year.

Mr. Grande: Are you saying that as soon as other boards discovered this is going on in the province you said, "Oh well, this is the year of the cutback. We don't have the money, so therefore we might as well move in very fast and discourage those boards from going in this direction." That is what you are saying to me in essence, is it not?

Hon. Mr. Wells: No, I am not necessarily saying that. We just got wind of the fact there seemed to be a movement afoot to institute full-day senior kindergartens.

Ms. Gigantes: How did you get wind of that? You mean you had a whole bunch of applications?

Hon. Mr. Wells: No. We had heard rumours that the Toronto board, for instance, was thinking of getting into full-day kindergartens. I don't know where these rumours come from. They come from all kinds of people in the educational community who talk to people in our ministry, we get all kinds of information that filters up to us in this regard. But it wasn't in the form, as I recall, of any official letter to us or anything. We've had no official communication.

Ms. Gigantes: It was an anticipated flood of applications?

Hon. Mr. Wells: But the interesting thing was that when we asked some people they said it was being done because they understood another school board was going to do it and they couldn't have the other school board do it and not them. That's what I mean by a ground swell.

Mr. Rowe: May I ask a question? Does your restriction apply to alternate full-day kindergarten as well as—

Hon. Mr. Wells: No; because alternate full-day kindergarten is really half-day kindergarten in terms of what is normally funded. I have in front of me the additional costs. These are just some round-figure projections, based on what we now fund so far as junior and senior kindergarten programs for the province are concerned, the projected cost if all were attending full-day.

Mr. McClellan: Could you give us a cost breakdown of the figures?

Hon. Mr. Wells: Yes; the breakdown figures for our present kindergartens and junior kindergartens—and that presumably includes the full-day kindergarten we now have—show that they cost \$122.9 million. Of that about \$71.3 million is estimated as provincial grant. If we were to move to—

Mr. McClellan: Do you have a per-pupil cost; it is for how many kids?

Hon. Mr. Wells: No, I don't have the per-pupil cost in this; these are just some round figures that we've got—

Mr. McClellan: Can they be obtained?

Hon. Mr. Wells: They could, but it would mean a fairly extensive job of going to the boards to get them to break out the costs and so forth. Some of them may not even have it broken down by kindergarten pupils—

Mr. McClellan: Would your staff have even a ballpark figure per pupil?

Hon. Mr. Wells: No. We work on the elementary grant ceiling and then we have an average figure. We could get you a figure for elementary but I'm not sure they would have it broken down. We would have to find out if the board does break it down by grades.

Mr. McClellan: If it's possible to obtain, I would be interested in having that, even if it's an estimate or a guesstimate.

Hon. Mr. Wells: What we would probably have to do is take a couple of boards and give you a guesstimate.

Mr. McClellan: I would appreciate it if you would.

Hon. Mr. Wells: Full-day senior and junior kindergartens would come to \$235 million

total, from \$122 that we're presently doing; and the grant would be raised up to \$136.3 million. This would mean we would have an increase in provincial grants of \$65 million. As I say, it would be impossible to accommodate even a portion of that at this time, given that we already established our grant regulation for this year based upon none of these "givens."

Mr. McClellan: It would mean another point on the corporate income tax wouldn't it.

Hon. Mr. Wells: The grant rate is based upon certain assumptions and those assumptions are not there. We are bound, as we have said many times in these estimates, not to go over the figure which is in this estimate. That's our internal control problem. The grant rate we've got now will hold us to just about that. It's pretty hard to hit it dead on, but it will hold it to just about that. A major change in the ground rules such as this would mean we would be significantly over this amount we have in this vote for the general legislative grant.

Mr. McClellan: Surely you have the kindergarten population available to you?

Hon. Mr. Wells: Yes, we can get a figure.

Mr. McClellan: You can work a figure that—anyway, without taking the time of the committee, I'll wait for your estimate of the per-pupil—

Hon. Mr. Wells: Wait a minute, I think I've got it here; we're estimating the total projected enrolment in Ontario of kindergarten and junior kindergarten pupils at about 166,300 per year.

Mr. McClellan: Thank you.

Mr. Grande: Most of these are on a half-day basis and 7,500 are on a full-day basis?

Hon. Mr. Wells: Yes, 7,500 on a full-day basis.

Mr. McClellan: Additional?

Hon. Mr. Wells: No, they would be in that number.

Mr. Sweeney: A question for clarification, Mr. Chairman. When did you start funding full-time kindergarten? How long has this practice been going on?

[1:30]

Hon. Mr. Wells: A minimum of about five or six years ago.

Ms. Gigantes: Did it start in Ottawa?

Hon. Mr. Wells: I don't know. Did it start in Ottawa?

Mr. Waldrum: There are more in Ottawa. There happened to be more in that immediate vicinity.

Ms. Gigantes: That was associated with the special French immersion program in Ottawa too.

Hon. Mr. Wells: Yes, it could be. Of course those would be in a different category. A total immersion kindergarten program, full-day, would be viewed differently. That would not be viewed as part of this general program I am talking about. We would not impose a limitation on a person wanting to start an all-day French immersion kindergarten as part of an immersion program in French as a second language that they were starting.

Ms. Gigantes: The reason I want to follow this up is because there were federal moneys available for those programs so that in a sense if you started in Ottawa, which is my suspicion, you were probably getting into a program which initially was being funded very heavily by the feds.

Hon. Mr. Wells: Well, whatever money we got from them we always ended up spending more money than they were giving us. In some manner, for the French program, whether it was for the kindergartens in Ottawa or for some other phase of it, I am not aware that we have had any. Ottawa has been the area that's been sort of indicating they are going to move in the last little while.

Ms. Gigantes: They have already moved; there are two boards there with full-day kindergartens.

Hon. Mr. Wells: Yes, and they would be the French.

Ms. Gigantes: And it came in at the time of French immersion, I am sure.

Hon. Mr. Wells: Yes, that's right. I suspect, and I don't have any analysis here, I suspect we would find a lot of that 7,500 full-day kindergarten has to do with French immersion or is in some way related, because a lot of them are from eastern Ontario, the Ottawa-Carleton area.

Mr. Grande: I have another question regarding this. Do you think that, educationally, there is a need for full-day kindergartens? We are talking about the bilingual French immersions. Do you not realize that in Metropolitan Toronto we have a tremendous number of kids who, as your policy indicates, do require a bilingual program? You have stated, as of last year, or 1976, that you have a policy of bilingual education programs in the mother tongue, plus English or French. Do you consider that to be a need of those particular kids, and do you think that those kids would benefit from a full-day kindergarten experience?

Hon. Mr. Wells: I don't think I could answer yes or no to that. I think that in some

cases that could be a viable program, and if the city of Toronto were to come in with some proposals in that regard we could take a look at them and do it. But the suggestion we heard was that every school in Toronto was suddenly going to move to a full-day kindergarten. That's a rumour, and that may or may not be right.

I wouldn't want to be the one, let me put it this way, to say they couldn't benefit from that, because if a full-day French immersion program can be beneficial, well then it may be that for some of the newcomers in the Toronto system they could develop a program in senior kindergarten that might be very helpful and I certainly wouldn't want to rule that out. That I would view in a special case, like the French immersion, and we would have to look at that.

What I am worried about is just a general leap-frogging around the province to full-day kindergartens for no particular reason except that the other person has got them.

Mr. Grande: I understand what you are talking about. I think perhaps you moved three weeks ago prematurely. You got scared and said we had better stop these kinds of rumours going on. I really don't think there are thousands upon thousands of people out there who would jump on the bandwagon of full-day kindergartens. I think you are either consistent in the policy or you are not consistent in the policy.

Hon. Mr. Wells: I would rather sound the alarm and then we can move to look at the special situations. It's easier to do that than to try and stick your finger in the dike after it's happened.

Mr. Grande: In other words, you're assuring now that if people on the York board of education can present you with special needs of the children and rationale that a full-day kindergarten would be good for those children, you would consider it and consider it seriously. Is that what you're saying to me?

Hon. Mr. Wells: Well, yes. That kind of thing we would look at, yes. It's just that you must realize what happens, and it's the same in a lot of other areas; some boards, once somebody puts forward a program for a special need in a couple of areas, suddenly everybody else wants it in their area and next thing you know what was developed as a special program is accepted as a general program for every school in the area. We moved into junior kindergartens—and there's still a lot of educational controversy about the value or lack of value of junior kindergarten—as sort of a head start program, because the early research in the United States

deemed them to be valid in certain areas. We moved to put them in certain areas; but that didn't last, everybody wanted them, both the culturally deprived and the culturally enriched.

Mr. Grande: You're referring to the Coleman report in the United States many years ago, there's a body of research which counters the Coleman report.

Hon. Mr. Wells: That's right, I agree with you; that just shows you the problem. We're now starting to get a body of research and opinion coming out saying that kindergarten-grade 1 immersion in French is not as good as it was cracked up to be and maybe you should let them have those first few years in their own mother tongue and then start them at age nine. We've got people starting to talk this way, so—

Mr. Grande: I've been saying that to you for years.

Hon. Mr. Wells: Oh have you? Gee, I mentioned that at one time in the Legislature about five years ago and I was greeted with shrieks of derision from everybody. That was like heresy, to even suggest anything but beginning a language in kindergarten immersion was, you know—

Interjections.

Mr. Grande: Would I be right in assuming from your response that if the board of education for the borough of York or Toronto, or other boards in Metropolitan Toronto, come to you with a particular program that suggests there are special needs for children who require a bilingual program, you would then say, "We will fund full-day kindergarten"?

Hon. Mr. Wells: No, what I would say is that we would look at that very carefully. I'm not going to tell you today that we would fund it absolutely; but I would look at it. I would tell you that the blanket rule we've had is we're not going to be able to fund any all-day kindergartens, but we would look at it as a possible exception to that. I can't tell you what the outcome would be, because I'd want to see what they're doing and see if, in fact, it was a viable program they were looking at.

Mr. Grande: All right; for the time being, I suppose, that's the best we can do.

Hon. Mr. Wells: We may as well go on to the heritage, and then we'll get the ESL.

Mr. Grande: Re the heritage language program, have you made any advances into taking that whole funding out of the continuing education funds and having a weighting factor for that? Or is it going to remain tentative as it has been for the last year?

Hon. Mr. Wells: We're going to review the program. It was announced about a year ago and it's coming into place. Some of it came in September, some of it didn't get in until later in the year. The commitment I had made is we want to see it in place and what's happening and have a review of the program in about a year; but we haven't had a full year of the program yet so, at the minute, as with all these programs, what I think I indicated in estimates last year as likely involving about \$2.5 million of provincial grant now looks more like involving \$5 million of provincial grant and about \$2.5 million raised locally. The way it breaks out in the boards and so forth, it looks like about a two-third/one-third split. It has used up more money than I estimated originally—

Ms. Gigantes: We told you that.

Hon. Mr. Wells: —but we were able to find that.

Mr. Grande: I'm glad you're adapting to the need and to the situation as it exists.

One of the things that is interesting is that when you announced the heritage language program, you weren't scared about the escalating costs; but you seem to be more uptight about it in terms of full-day kindergarten.

Hon. Mr. Wells: There's quite a difference between a \$1.5-million variation in grant and something like a \$30-million or \$40-million variation in grant.

Mr. Grande: Sure there is. But what I'm trying to get at is, you talk about money—and that's fine; I understand it—but I'm talking about the needs of kids and, if there are needs there, it means the educational system somehow has to meet those needs. I understand about the cost, the priorities, et cetera, but I want to talk to you about needs; and where the needs are seen, I want to encourage you in any way that I can to be moving in those directions to ameliorate those needs.

Hon. Mr. Wells: Let me just say, though—we may differ on this—I don't see a complete movement to full-day kindergarten as a real top priority need. I see the special cases you're pointing out, but as a general rule across the province, moving to full-day kindergarten isn't a high priority at all; so we don't have to meet that need, as far as I'm concerned.

Heritage language is a different question. The need was there. We were estimating what the need was, and we underestimated it, as I guess you pointed out to us we probably had. We estimated there would be

about 40,000 people in it, but there are 52,300 in heritage language classes now; so the need has been greater and we want to meet that need.

Mr. Grande: Do you realize that Scarborough has not moved into it yet, that Etobicoke has not moved into it yet, and that North York has moved into it in a kind of a half-hearted way?

Hon. Mr. Wells: Yes, I realize that. I recognize and still support, at this point, our policy that it be at the determination of the local board. But personally I am sorry that, in Metro, Scarborough and Etobicoke in particular, and North York in their variation, haven't adopted it in the same way that the other boards have, particularly given the fact that everybody is in a uniform mill rate situation and funded together and so forth. With all the other commonalities to the Metro system, it would be far better if they all accepted it.

Mr. Grande: I take a perhaps slightly different position than you do and say that, when you brought down your memorandum to the directors and to the principals, you should have made it clear that you would not accept that students have to be paying a fee to take part in the heritage language program; that it's something the government is committed to and that you will fund. In the North York situation—and I'm sorry Mr. di Santo isn't here to talk about that; however, he has other commitments—what is existing is that we're going back to 15 years ago when parents paid \$15, \$20 or \$25 to have their children take these classes.

[1:45]

Hon. Mr. Wells: I guess the problem at the minute with the North York one is that if we insisted on that—and I'm not sure we can, legally; there's a bit of a grey area there—they might just not give the courses, like Scarborough and Etobicoke. We have to try to decide which is better, that they give the courses and have them funded that way, or that they do not give the courses. That is just speculation, because I don't know and I have never really asked the North York board that.

I must say I was heartened by the report they brought out on multicultural education, which seemed to indicate all kinds of direction they should take to meet this challenge. I would think the \$25 fee would not be one of those directions. Maybe based on that report, they might rethink their position. The committee that David Logan headed up was recommending all kinds of approaches that should be taken to ameliorate any problems

in the schools to fight racism and everything else.

Mr. Grande: I certainly encourage you to encourage the North York Board of Education to be moving into the situation where parents in Toronto and the borough of York don't have to be paying \$25 to send their children to a heritage language program. In North York, they do. Obviously, that creates a lot of tension. You understand that. I hope you would encourage the North York Board of Education to do it on the same basis as other boards are doing it.

Mr. McClellan: Have you sat down with them to talk about the problem?

Hon. Mr. Wells: I can't recall. I have had private words at times when I have seen some of the members of the board at different affairs. I have never sat down specifically to discuss that problem with them. I think our regional office has certainly sat down and discussed it. We don't want to bring in a blanket policy of no charging for continuing education programs because you can make a case, particularly today when money is a little tighter than it has been, for a lot of the continuing education programs where they are charging a fee. It is usually about \$10 and not \$25 and is for supplies and so forth in various hobby-type courses and things like that. Nobody is complaining about that. I wouldn't want to do anything that upset that. That, again, might just mean that boards might not give those courses because their priorities are such that they didn't want to fund that from straight tax money.

Mr. Grande: You realize the reason that problem resulted in North York is that you have put this heritage language program under continuing education funding.

Hon. Mr. Wells: I realize that is why they were able to find a way to do that.

Mr. McClellan: So what are you going to do about it?

Hon. Mr. Wells: At the moment, we are vigorously telling them that we hope they will find some better way to handle it.

Ms. Gigantes: You could restructure your funding.

Mr. Grande: You could remove it from a continuing education function and develop a formula, as many boards of education across Ontario have told you.

Hon. Mr. Wells: At this point, we have said it is up to the local boards and we really haven't been willing to change that yet. I think the logical thing to do is to wait until we have a full year of the program and then review it to see what total changes might be

necessary. We really don't intend to do anything of a substantive nature until we look at the whole thing after it has been in effect for about a year.

Mr. McClellan: That is reasonably soon.

Hon. Mr. Wells: By next September some will have had a year's operation. A lot of them didn't start until January.

Mr. McClellan: That means we will have to go through another program year with the same kind of inequities and anomalies in the system that we have had this year.

Hon. Mr. Wells: No, because the time to make some of these changes is at the end of the calendar year when the new grant rates for the next year come in. That's when we change various ground rules in funding and so forth.

Mr. McClellan: You are notoriously hard to pin down, but can I take from that a commitment of some kind that you will have something in place for the next grant year which deals with the problems of trying to fund this program through continuing education?

Hon. Mr. Wells: No. All you can take it from it is that we are going to review the total program. As I say, we have already found that it is costing \$5 million and we thought it would cost about \$2.5 million in grants; so it's \$2.5 million higher than we thought.

Ms. Gigantes: The need is twice as great.

Mr. McClellan: You underestimated the need, as you've conceded. But so what?

Hon. Mr. Wells: We're certainly not putting any cap on the program.

Mr. McClellan: Well, you are putting a cap on the program.

Hon. Mr. Wells: As I say, we'll have a review of it. I've already told all the groups to bring in their complaints; their ideas for bettering the program and so forth.

Mr. McClellan: That's what we're doing right now. You have a de facto cap on the program. The cap is that you're running it through continuing education—

Hon. Mr. Wells: No, no, no; all it is is that you've got—

Mr. McClellan: —and that's why North York is not picking it up.

Hon. Mr. Wells: The cap is the North York Board of Education wants to charge \$25. Under the way we run the program I don't agree with that, but they have the right to do that.

Mr. McClellan: And the other two major suburban boards aren't even picking it up at all—Etobicoke and in Scarborough.

Hon. Mr. Wells: Yes.

Mr. McClellan: If that isn't a cap, I don't know what is.

One has what you could describe as deterrent fees and the other two aren't even picking it up.

Hon. Mr. Wells: Some people would call it local autonomy.

Mr. McClellan: Right. I call it a cap!

Mr. Grande: Well, all right; I hope we can look forward to the minister telling us the results when he does this review. Even before he does this review, I think there's no problem that the minister or ministry people talk to people in North York and say, "We do not accept that. The children of people in Toronto or in the borough of York can go to a heritage language class without having to pay this extra fee. North York ought to do likewise and could do likewise." And you know that, because you're suggesting that the mill rate is exactly the same, there's supposedly equality in the amount of money that they have, so I don't understand why they require parents to pay this \$25.

Hon. Mr. Wells: Well, you've probably got more friends on the North York board than I have. What do they tell you?

Mr. Grande: Let's leave aside the friends, the fact is that it's an education function. You're the Minister of Education in this province and let's get that role straight. You're the Minister of Education, not I. Now if I were the Minister of Education, I would do exactly what I'm suggesting you should do.

Hon. Mr. Wells: In other words, you would be more dictatorial.

Mr. McClellan: Or he would offer them more generous funding.

Hon. Mr. Wells: More centralist than dictatorial.

An hon. member: That's rubbish.

Hon. Mr. Wells: It's not rubbish, it's what he's saying.

Mr. Grande: I would say to the boards that the heritage language programs should not be under a continuing education function—I repeat that, should not be.

Hon. Mr. Wells: And you would say that it must be given? That they don't have any choice in it, they have to do it.

Ms. Gigantes: Yes.

Mr. Cooke: Make it financially feasible.

Mr. Grande: You're always the proponent of saying that through encouragement,

through discussion, et cetera, things can be accomplished. Well I'm leaving it your way. Encourage and discuss with them, but put us straight where you stand on that issue, put us straight.

Hon. Mr. Wells: I've told you where I stand.

Mr. Grande: Because right now it goes into the wider field of equality, that's what we're talking about. We're not talking about whether one should respect local autonomy or not respect local autonomy. You're the one who brings out the local autonomy issue whenever it suits you best. Whenever it doesn't suit you then you are the one who has dictatorial control from Queen's Park of boards of education. You know that, you're doing it; and the boards know it.

Ms. Gigantes: You did with Essex.

Hon. Mr. Wells: You voted for Essex too. I only exercised that authority when the Legislature—as I point out to the people of this province, that wasn't the dictatorial authority of the Ministry of Education or the minister, that was the Legislature of this province speaking to the people of Essex.

Mr. McClellan: With your leadership.

Ms. Gigantes: With a bill from the Minister of Education.

Hon. Mr. Wells: A bill put forward by the minister and supported by all but two members of the Legislature who had said to the—

Mr. McClellan: You're just being defensive about it.

Hon. Mr. Wells: No, I'm not being defensive; but I'm just saying that's a slightly different situation.

Mr. Grande: However, you did not accept this slightly different situation, because when a bill was presented in the Legislature for discussion, your party got up to block it before it got to second reading. Isn't that so? So therefore you did not want to accept what you accepted with the Essex situation.

Hon. Mr. Wells: Oh no, far from it. If you are talking about Mr. Duksza's bill, it was a far different bill. It's not the policy of this ministry or this government that's expounded in his bill.

Ms. Gigantes: It makes a difference in principle.

Hon. Mr. Wells: It makes it different in principle. That made it a subject in the elementary school curriculum. The very reason we brought in the heritage language program is that we didn't believe that was the route to go. That's a difference of

opinion. I recognize your right to have that opinion, but please don't tell me I should have that opinion.

Mr. Grande: You have demonstrated you don't have that opinion. This is an area which for many years you were trying to tell me is non-political and non-partisan. On that particular occasion, you made it political and you made it partisan. I accept that.

Hon. Mr. Wells: I wasn't alone. There were other members of the House in other parties who spoke against the bill, whether they would have voted it or not, those are part of the ground rules we all agreed to in a private member's bill.

There's no question about my feeling about the program. I have never once equivocated in my support of the program. I think it's a program that needs to be in place. I am hopeful that any board that has within its jurisdiction people who want the program will offer it. I have put forward that opinion to the Scarborough board, to the Etobicoke board, to the North York board and to any other board.

I also recognize the principle that it's up to them to decide whether they wish to give the program. That's the way we laid out the program when it began. I tell you if you have read some of the very interesting debates that go on over this program, they indicate there is a wide variety of community feeling and opinion about these programs. I just wonder whether that's not the healthy way and that it should be exercised at the local level with the kind of discussion that the trustees have to bring to it.

Ms. Gigantes: I find that very hard to accept, living in the community I live in. You know the controversy there was about immersion programs. As soon as the money is there communities prove they can go ahead and do it. There's enough interest there, so that when the money is provided those communities can, with all the local autonomy in the world, set up their programs and get support money from two levels of government, principally the federal government in this case.

Then the program flowers and spreads through Ontario. Everybody is full of sweetness and light about it; suddenly the opposition, and all the fears and anxieties people have about these programs, disappear. When they are not properly funded, then every miserable instinct and fear and anxiety that people who are not interested in the program have comes to the surface and then you quote them back at us.

Hon. Mr. Wells: I submit to you that this program is properly funded at the minute, so that is a fallacious argument. Therefore, it isn't a legitimate thing to say it's really the funding that is causing non-acceptance, because I would dispute that.

Ms. Gigantes: When you have deterrent fees in the system?

Hon. Mr. Wells: That's in the North York situation, but I just wonder whether that really is the problem they face.

Ms. Gigantes: What do you think really is the problem?

Hon. Mr. Wells: I don't know. I am just saying I am not sure it's really a matter of funding.

Ms. Gigantes: We would have had the same problem with immersion courses in Ottawa if we had had that kind of funding for them, I will tell you that. You wouldn't have those beautiful examples to give about the Ontario school system now with that kind of funding.

Hon. Mr. Wells: I don't think that funding is a problem with the heritage language programs. One of the problems we do face is to suggest that it somehow should be funded in a more extravagant way than the regular school program. That's where you get into problems when you start doing things slightly differently. It's done in the regular way with the same basis of equality of opportunity built into it, in so far as our grant rates are concerned, as into the regular school system. I think that's the fair and equitable way to handle it.

Mr. McClellan: It ignores the reality of minority status in many communities.

Hon. Mr. Wells: No, it doesn't.

Ms. Gigantes: You don't fund French immersion that way.

Hon. Mr. Wells: No. The Toronto Board of Education—

Mr. McClellan: That's where your problem is.

Hon. Mr. Wells: That's where I have heard the problem is.

Interjections.

Hon. Mr. Wells: Toronto—and I give them great credit—have gone ahead anyway, they have said there's a problem funding-wise; but there isn't really a problem funding-wise, I submit to you there isn't a problem funding-wise in Metropolitan Toronto.

[2:00]

Mr. McClellan: You misunderstand. There isn't a minority status problem in Toronto.

Mr. Chairman: Order. Mr. Grande has the floor.

Mr. Grande: When you talk about funding and you say funding is not the problem, is it not a fact that the boards of education across Ontario that have not started the program have written to you—at least they've written to me—saying the problem is funding and they were asking for 100 per cent funding?

Hon. Mr. Wells: Let me tell the member for Oakwood, if he sat in this chair he'd find that they write on every matter in that vein. Everybody writes and says anything they don't want to do they don't do because it's a matter of funding. You and I would probably do the same thing. But as to whether it really is the problem or the deterrent, I suggest to you it probably is not.

If you really want to do the program, and given the fact that I've shown you we're funding about 66% of the cost in the province, based on the boards that have accepted it now, the amount that would be placed on a local taxpayer would be very negligible. I think in Metro I figured it out at about \$1 a household or something extra for the heritage language program. That's probably about what it would cost in North York and Scarborough. And don't forget that in Metro Toronto they set a budget that I think is only a 3.5 per cent increase over last year in the mill rate.

Ms. Gigantes: Why don't you fund it the same way you do French immersion?

Hon. Mr. Wells: Why shouldn't I fund it the same way we fund other continuing education?

Ms. Gigantes: That way it doesn't work.

Mr. McClellan: Is this a multicultural society or isn't it?

Hon. Mr. Wells: Certainly it's a multicultural society and, obviously, the way we have set the program up it's being accepted and it's moving ahead.

Mr. McClellan: No, it isn't. That's the reality. It's not being accepted by boards where there is a minority status problem.

Mr. Grande: And you know it's not accepted. We're talking about Metro Toronto, but I've received letters from the London Board of Education, from Hamilton, from almost every board, saying, "We cannot get into this program. We do not have the funds. We cannot move into this area." You're saying funding is not the problem; therefore, you are obviously not receiving the information I'm receiving, or else you have decided you're not going to make use of that informa-

tion that you're receiving and you want to proceed with your own bias that people and boards will want more money anyway.

Hon. Mr. Wells: I've decided that if it's a convenient argument to use, lack of funding is always used as an argument. It may or may not in some cases be used, but it's still used as an argument in the French area even though we're funding 100 per cent.

Ms. Gigantes: Yes, but the fact is that program is going ahead.

Mr. McClellan: You show leadership there.

Hon. Mr. Wells: But boards will still not do it and they come back and say, "Yes, we'd like to do it but we can't be guaranteed you'll fund it 100 per cent from here on to the end of eternity."

Mr. McClellan: At least you're showing your leadership there—

Ms. Gigantes: That's what we call moving ahead.

Mr. McClellan: —whereas in the multiculturalism program you're not.

Hon. Mr. Wells: We're showing the leadership here and I think the figure of 52,358 students shows that in the first year the leadership to help the needs of those people has been there.

Mr. McClellan: You're describing needs. You're not describing leadership.

Mr. Chairman: Mr. Grande.

Mr. Grande: To go on with this question of funding a little while longer, another point I want to bring up is that it struck me coincidentally that the federal government has a program in this area which they call a cultural enrichment policy. My understanding is that the federal government has put approximately \$400,000 into Metropolitan Toronto through that program, and the latest indication was that the amount of money allocated was not enough and they went on to about \$500,000 for Metropolitan Toronto.

My question is not so much what the federal government does and what you're doing. It seems to me that you race to the wire on who would announce it first and who would get the political credit first. That's neither here nor there. I don't want to get involved in that. What I do want to get involved in is the total lack of co-ordination between this provincial government and the federal government in an area where co-ordination truly is required.

When I heard about that, I wrote to the Minister of State for Multiculturalism, Norman Cafik, and received an interesting letter. I want to read it in part, because I think

that it speaks to the inability of the federal and provincial officials to get together and work in a co-ordinated fashion on this program. Let me read it:

"In response to your correspondence of December 21, 1977, receipt of which was acknowledged on January 9, 1978, permit me first of all to state that I consider the matter you have raised of great importance. It is, I think, significant that both the governments of Canada and Ontario introduce cultural linguistic programs at virtually the same time, and in doing so responded independently to deep-seated concerns of Canadians of non-French, non-English cultural backgrounds.

"My predecessor, the Hon. John Munro, responding to recommendations submitted to him by the Canadian Consultative Council on Multiculturalism, committed himself publicly on January 29, 1977, to financial support of a program to assist the voluntary sector with its cultural linguistic activities. Moreover, he promised that this program would be in place by September of the same year.

"The preference of the CCCM"—Canadian Consultative Council on Multiculturalism—"was to make funds available to relevant provincial departments for the teaching of languages other than English and French. Mr. Munro considered this approach an invasion of provincial jurisdiction. He was prepared, however, to give due consideration to the CCCM recommendations should the council of education ministers take the initiative and choose to deal with the matter in the future.

"Without the consent of provincial education ministers the federal government has no other option and our assistance has to be limited to existing supplementary language schools conducted by voluntary ethno-cultural organizations."

The interesting thing about this letter is, and let me quote here: "Following the earliest announcement of the federal program we became first aware of the Ontario initiative in this area from some reference contained in the Throne Speech read in the Legislative Assembly on March 29, 1977. In a copy of a memorandum issued on June 15, 1977, to directors of education and principals of schools, we learned about the details of the heritage language program.

"Immediately following the receipt of this memorandum, multiculturalism directorate officials met with their counterparts within the Ministry of Education in order to explore the possibility of making their respective program as complementary as possible. Because the federal government does not have a mandate in matters of public education, the initiative must necessarily be with the province.

I have indicated, however, to the Minister of Education, the Honourable Thomas Wells, that I am prepared to meet with him at any time he deems this desirable. Meanwhile exploratory meetings have taken place intermittently between multicultural programs and ministry personnel, thus far without concrete results.

"It is my personal opinion that especially in the area of professional development and language curriculum development, the cultural enrichment program can make a significant contribution to improving the quality of non-official language instruction, both within the voluntary as well as the formal educational sector. Precedents of indirect support do exist with ministries of education in some other provinces."

All this letter tells me, Mr. Minister, is this: That when you announced the heritage language program the ministry was aware of what the federal people were attempting to do. And you decided—you decided, because they say it is a provincial responsibility and indeed education is—you decided that you wanted no part whatsoever of federal involvement. So what we end up having is two programs that are competing with one another, instead of working in a co-ordinated way helping to offset that need.

That speaks to funding, you see. Because if you could have used in Metro Toronto that half million dollars that the federal government was willing to put to you, then perhaps you could have enriched the funding to school boards, and the problems with North York, Etobicoke, Scarborough and other boards of education across this province would not have arisen. I just want to find out why it is that you cannot work in a constructive way with the federal government when we are talking exactly about the same initiative.

Hon. Mr. Wells: I would first switch that around and say I think the question you should ask is why the federal government doesn't work with us in a constructive way in an area such as this. I think that is a more proper way to phrase the question, particularly given the fact that education is a provincial responsibility.

I suppose part of the problem is that they don't even have a minister of multiculturalism—only for one year before each election.

Don't forget that the basic multicultural approach, the total approach of the government, is handled by the Ministry of Culture and Recreation. They have the multiculturalism branch and they are the ones that would be in ongoing direct contact with any federal agency or operation in this area,

more so than we would. We are in direct contact of course with them.

Mr. Grande: No, no, wait a minute. It has to do with two other agreements; the book agreement and the adult education component. Whatever happens with Culture and Recreation and the federal government has nothing to do with children in the educational system. Nothing whatsoever.

Hon. Mr. Wells: But Culture and Recreation is the ministry that has the multiculturalism branch that deals with the total picture the way—

Mr. Grande: It's supposed to be a whole government program.

Hon. Mr. Wells: It is, it is. All I am saying to you is that the group that should be the lead ministry on behalf of this government dealing with the federal minister for multiculturalism would be our Minister for Culture and Recreation.

Ms. Gigantes: On education?

Hon. Mr. Wells: Not necessarily on education. The point is that on education, basically, we don't deal with the federal government except in certain specific areas. They really have no particular authority in so far as the school program is concerned. We, I think, heard that they were thinking of some funding in the language education area and we did make contact with them. As the final stages of the heritage language program were being developed we tried to see if there was a way that they could mesh in with it.

It seems to me, and I am just recalling from memory, that there weren't very large amounts of money available from them anyway—

Mr. Grande: Half a million dollars.

Hon. Mr. Wells: Yes, but half a million spread over a lot of groups. They were thinking more of giving their money directly to parent or community groups, multicultural groups.

Mr. Grande: They have to go that way. You didn't accept it any other way.

Hon. Mr. Wells: Yes, they have to go that way. But they haven't even suggested that they would do it any other way, that's what I am trying to say to you.

Mr. McClellan: Did you ask them?

Hon. Mr. Wells: Listen, we've been asking them in some of the areas—and I am not sure that we should ask them, because after all education isn't their responsibility. If we are going to do things in the education system, that's part of our responsibility.

We are asking them for money in other areas. We're still asking them for money for

English as a second language—you asked me about that last year. We still haven't got that \$9 million from them, incidentally. We've got no special money from them in that area. We're still only getting it for adult second-language education. We've been after them in that regard. We are still attempting to get some extra money above what we get in the French-language biculturalism grant formula. The \$2 million has come through finally, but that has taken a fair amount of time.

Believe me, I am most happy to co-operate with anybody, and if we can find a legal way to take their money we'll do it. But it hasn't been very forthcoming. They're human; they like to come down and present the cheques to these groups, I think, directly.

Ms. Gigantes: Not like this government, eh?

Mr. Grande: It's the same as Robert Welch going up to Timmins to present a Wintario grant.

Hon. Mr. Wells: I don't know. I never get to present any cheques directly. They brought down a cheque and presented it to the Associated Hebrew Schools in North York.

Mr. McClellan: You went down to Santo Cristo school pretty lickety split.

Hon. Mr. Wells: I said I don't get to present cheques. I am happy to present schools.

[2:15]

Mr. Grande: But if Mr. Cafik is correct, he did indicate here—"I have indicated to the Minister of Education, the Honourable Thomas Wells, that I am prepared to meet with him at any time he deems this desirable." If he has not made this invitation to you, let me say to you that the Minister of State for Multiculturalism would like to meet with you to discuss how you can work in this area of heritage language programs in a complementary way.

I can't understand the minister writing me and not having talked to you about it. I really don't understand it. So don't say to me that the minister or they haven't come to you—

Hon. Mr. Wells: I'll check my files, but I don't recall getting any letters from him suggesting that I meet with him.

Mr. McClellan: Why doesn't the member arrange a meeting?

Mr. Grande: You're right; maybe I'll arrange a meeting between yourself and the Minister of State for Multiculturalism. I can't promise you all the luxuries, but at least there is a place on the floor that we could all sit.

Hon. Mr. Wells: Quite seriously, I'll check my mail but I don't recall any letters from him asking to have a meeting with me; I really don't. I certainly wouldn't turn down a meeting like that if someone wrote me directly and said, "Look, how about us meeting to discuss this?"

I do discuss things with John Roberts on a very regular basis concerning the French second-language programs and all the various things that the Secretary of State deals with, and we have had correspondence with Bud Cullen over areas that he's concerned with but I can't recall anything from the Minister of State for Multiculturalism.

Our officials have been meeting with them, though, and I think Mavis Burke has met with him or at least had some chats with him at a couple of the big meetings they have had in Toronto to discuss in a public way some of their concerns.

Mr. Grande: You're not going to get me to believe, even though you are saying it to me, before the independent announcements of the province's heritage language program and of the cultural enrichment policy of the federal government, that there was no discussion between provincial and federal people.

Hon. Mr. Wells: Yes, there was discussion; not between me and the federal minister, but there was discussion at the staff level.

Mr. Grande: Therefore, making the announcements separately means that you or the federal people did not want to intrude on each other's glory.

Hon. Mr. Wells: We took it the other way; we took it from the point of view that we were announcing different programs. Our program was a school program in which they would have no particular part, and they were announcing another program.

Mr. Grande: Mr. Minister, here is a booklet, if you haven't read it, by Ernest D. Hodgson, entitled *Federal Intervention in Public Education*, which shows that billions of dollars from the federal government flow into provincial ministries of education.

Hon. Mr. Wells: We acknowledge that. I'll send you a copy of my speech yesterday on interprovincial and federal-provincial co-operation.

Mr. Grande: However, that co-operation obviously did not exist here. You're just having two programs that work against one another and, as far as I am concerned, that makes both of these programs less effective.

Hon. Mr. Wells: No, we're not working against one another—

Mr. Grande: Sure you are.

Hon. Mr. Wells: —because, as I say, the programs are different. The federal program, as they've decided to do it—and I think there is wisdom in them having that program—is direct grants to these community groups or schools and so forth so that they can go out and directly give the Associated Hebrew Schools the \$60,000 or something as they did. You know the history of that; we don't give them money, so they wouldn't get any direct money from us. There are probably other private schools and other community groups that needed the money and were able to get funded under the federal program, and I think that's fine.

Our program money is going to the heritage language programs under the aegis of the schools; and that's a different program. If what you're saying to me is that it would have been better if we had got their money and it had all been used in the heritage language program, I'm not so sure that's right. I think the two different programs really can complement one another, because they do something we don't do and we do something they don't do.

Ms. Gigantes: In education, yes, but what they're doing could very well be done through the Ministry of Culture and Recreation here in the province of Ontario. I think the point—

Hon. Mr. Wells: What are you really saying? They shouldn't be in this?

Ms. Gigantes: That's a choice you have to make. The point to be made on this—

Hon. Mr. Wells: No, no, I meant the feds.

Ms. Gigantes: —is that there's a fascinating lack of initiative out of the Ministry of Education in Ontario, when you're proposing a program you're costing to yourself at \$2.5 million and there seems to be \$500,000 up there to negotiate about, to suggest about, to hassle about and haggle about. Other provinces seem to be able to co-operate or force or wheedle or push or make the moneys available from the federal government fit into provincial priorities. It's really a fascinating lack of initiative we see on that one.

Hon. Mr. Wells: I think you miss the point. I don't think that that federal money was ever available for us to have. Our officials talked about it and it certainly was indicated to me at the time that the feds didn't see themselves giving us a block amount of money to fit into our program.

Ms. Gigantes: It was 20 per cent of your total program costing, as far as you were concerned a year ago—

Hon. Mr. Wells: But your assumption is built on the fact that they were there waiting to give us the money. I used the other example—

Ms. Gigantes: My position is that you should go out and fight for it.

Hon. Mr. Wells: I'll fight for the areas where I think there's a chance of winning. As I said, I've been trying to fight for that money for English as a second language. I think we can make a good case for that, and we've documented the case, and they've acknowledged that. We're still waiting to get the \$9 million, so in that area we'll fight. In this particular area, I just didn't perceive that there was any need—nor did I want to fight for the money in this particular area. I think we agreed there were different programs and that the feds really didn't want to make that money available to us, and we were quite prepared to move ahead and so were they. So maybe we should invite Mr. Cafik to come down and tell us what he thinks about it.

Mr. Grande: I did not make that proposal facetiously. I will invite both you and Norm Cafik to my office, so then we can get you at one particular place and you can discuss these things.

Hon. Mr. Wells: I think we should do it in his office.

Mr. Van Horne: You can use my office.

Hon. Mr. Wells: I appreciate your offer but I think we can take care of having a meeting with him if it's necessary.

Mr. Grande: That means you do not want me as part of the discussion? I see, all right.

Hon. Mr. Wells: No, I'll canvass the other members of the committee here and see if they'd all like to attend, too.

An hon. member: It would be fascinating.

Mr. Grande: It would be beautiful to see.

Hon. Mr. Wells: Were you not at the big meeting he held recently? Was it at the Sheraton Centre?

Mr. McClellan: We weren't on the invite list.

Hon. Mr. Wells: It was a meeting that they paid for.

Mr. Grande: Which meeting was that? The multicultural conference on Canadian unity or something like that?

Hon. Mr. Wells: No, it was a few months earlier, wasn't it? Senator Bosa's committee held hearings and a dinner. The Canadian Consultative Committee on Multiculturalism.

Mr. McClellan: A very select group.

Hon. Mr. Wells: Actually, you and I are just a little late. They all just got back from Italy. They had a very large meeting, Mr. Cafik and I guess Mr. Timbrell was there, and everybody was in Friuli.

Mr. McClellan: It's going to do them as much good as it did you guys.

Mr. Grande: The time has passed for that kind of politics. But anyway—

Hon. Mr. Wells: I don't think that was supposed to be politics. That was—

Mr. Grande: Not all—none of it.

Hon. Mr. Wells: That was help for an area that needed help and I think that—

Mr. Grande: I appreciated that at that time, when the announcements were made.

Mr. Kennedy: I might just ask, who attended this consultative consultation, this exclusive group with Mr. Cafik?

Ms. Gigantes: Are you feeling left out too?

Mr. Kennedy: Anybody here?

Mr. Chairman: Do you want a complete list, Mr. Kennedy?

Mr. Kennedy: Is there anybody who wasn't invited?

Mr. Grande: Are we ready with the ESL, English-as-a-second-language material?

Hon. Mr. Wells: Yes. This \$8.3 million is the extra amount generated by the instruction-for-new-Canadians weighting factor. You wanted the definition.

Mr. Grande: This is for 1978? The increase from 1977 to 1978?

Hon. Mr. Wells: The increase from 1977 to 1978.

Mr. Grande: I want it in dollar terms.

Hon. Mr. Wells: Yes, but it is a different weighting factor. The old weighting factor was a combination of this plus the compensatory—was it not?—

Mr. Grande: Yes, the whole works.

Hon. Mr. Wells: —and they were put together and it has now been broken out as a separate one. So can you do that, Ralph? Can you break out the differences to show the increase? We'll get that for you. Now, where is the definition?

The way you qualify for this grant weighting factor is that the board counts in the teachers they have teaching English as a second language, and the determination of the teachers in that program is up to the board. In other words, those students could be brand new immigrants to the country or they could be students who have been here a number of years but need that program.

So we don't set a definition for what those students are. We accept what the board decides, and then they report the number of teachers that they classify as English-as-a-second language teachers and that is how the weighting factor becomes operative based on the number of teachers they have teaching English as a second language.

Mr. Grande: When you talk about the board, you mean Metro board?

Hon. Mr. Wells: I'm talking about any board now. But in Toronto it's the Metropolitan board.

Mr. Grande: So in other words, even though you have a new weighting factor for English-as-a-second-language does that then mean that you have accepted the Metro board definition of what a new Canadian pupil is?

Hon. Mr. Wells: When we compute the weighting factor we pick it off the individual boards. We take the Toronto board and the Scarborough board and the Etobicoke board and we take their figures for teachers of English as a second language. We put them together and make that as the Metro figure for the weighting factor, then give to Metro the extra money that will generate.

How the money gets back to the area boards is done by the formula the Metro board devises. In other words, we take the figures from the area boards, use that to compute the weighting factor, get that along with all the other grants, give the money to Metro. How it is then paid back to the boards is how it is based on Metro determinations and their formulas.

Mr. McClellan: But you allow their definition as to who are students?

Mr. Grande: That's right—that's the whole point.

Hon. Mr. Wells: We don't interfere in that process. That process is done by co-operation of all the boards. They have worked out a very immense and complicated allocation system for funds in Metropolitan Toronto and they have a way and a formula—

Mr. McClellan: I wish you wouldn't try to defend it.

Hon. Mr. Wells: It's like anything else. You say that you should take some initiative. The initiative is within the Metro family to decide that the allocation isn't right, if that's what the problem is.

Mr. Grande: Let me get this clear because this is very important. Obviously that money is not sifting through to the boards in the area of need in English as a second language.

If I understand it correctly, you get the information from each individual board in Metro—

Hon. Mr. Wells: Right.

Mr. Grande: —to determine need.

Hon. Mr. Wells: No, to determine the weighting factor, not the need. The weighting factor pays extra money based on what is being provided. Presumably if you have a need you provide a teacher and therefore you then count the teacher in the weighting factor. That is on the prior school year, which shouldn't be any problem at the minute because even in this area, I understand, there is declining enrolment. So prior school year perhaps puts you at an advantage rather than a disadvantage.

[2:30]

Mr. Grande: So then the province turns over a certain amount of money to the Metro board and the Metro board gives it out according to its own particular definition in teachers and in services—that's what you're saying?

Hon. Mr. Wells: Right.

Mr. Grande: Are you concerned that what is happening in the area of English as a second language, especially for this particular year, is a total destruction of that program?

Hon. Mr. Wells: I am concerned if it is a total destruction of the program. I have read the release and I have already said, "Let me have the verifications and the figures on this." I haven't got those figures from the Toronto board. I have only seen the release this morning.

Mr. Grande: Let me give you the figures for September 1978 from all the area boards and the number of teachers whom Metro decides the area board requires.

In 1977, East York had nine English-as-a-second language teachers; projected 1978 is eight. In Etobicoke, 20 last year, projected for 1978, 15. In North York, 65, projected for 1978 is 52. Scarborough has 44, projected is 33. Toronto has 113, projected 78. York—30 last year, projected 16. A total last year of 281, this year 202. Are you not saying to me that what this implies is a dismantling of the English-as-a-second-language program?

Hon. Mr. Wells: What I would like to have you tell me, because I don't have those figures in front of me, is what formula is used to arrive at each of those sets of figures. Then I would know whether there is a decrease in the service or whether the same formula is applied but it brings about a lesser number of teachers.

I am not commenting on the merit of whether there should or should not be the decrease. I am asking what formula is used to arrive at those two sets of figures. Are they different formulas?

Mr. Grande: It is the Metro formula which has been the same for the last four or five years as far as I know.

Hon. Mr. Wells: That is precisely what I have been waiting to get and I haven't got those figures yet. I know the figures are very much as you said—they are what you said I assume—but I want to know why the change. I'm wondering whether there is a policy change in so far as English as a second language is concerned and the way in which you compute the formula, or whether you are using the same formula—if you are using the same formula and it generated for Toronto 100-and-some-odd teachers.

Mr. Grande: I said 113 last year, 78 this coming September.

Hon. Mr. Wells: If you use the same formula and there is that difference, there must be some decreases in the components of the formula that cause that to happen. If the same number of students needing the service are there and other "givens" in the formula are there, it should produce the same number of teachers. If there has been a change in the definition of a student who qualifies for English as a second language from last year to this year—and that is one of the changes—automatically that would be an artificial reduction in the number of students. I don't know whether that is so or not. Do you follow what I am saying?

Mr. Grande: Yes, I'm following what you are saying.

Hon. Mr. Wells: Or given the same formula or the same definition of student, are there that many fewer students? If there are more students that need to be served and fewer teachers, then I am worried about the problem. If there are fewer students and they only need 78 teachers to do the same job with the number of students that they needed 132 to do with the number of students the year before, then I don't think we have a problem unless the 132 weren't doing an adequate job.

Mr. Grande: Let me put it in different terms because I think the rationale comes out in these terms. For Metro elementary, allocations for English as a second language, these are the figures from 1971 to 1978. In 1971, in the whole of Metro we had 207 teachers of English as a second language; in 1972 256; in 1973, 259; in 1974, 264, in 1975, 381; in 1976, 333; in 1977, 281 and in 1978, 202. Those are for the whole of Metro.

The point here is that the new definition of a pupil who is a new Canadian as far as Metro is concerned only applies for the first two years that the child is in this country. The assumption is made that after the child is here for two years the child no longer requires instruction in English as a second language. The child is fluent in English and can take advantage of the regular classroom program. I know, and I think you know, that that's folly and that that's crazy. It doesn't happen that way, especially if we believe in individual differences in children. It just doesn't work that way.

Hon. Mr. Wells: That's why we fund more broadly than a limited definition like that.

Mr. Grande: You can fund all you want but the fact is that the Metro separate school board divvies out the money according to that definition. If the board generates \$15 million on this weighting factor and distributes only \$7 million, a lot of good it will do for the kids who have a need for English as a second language.

Hon. Mr. Wells: You said Metro separate school board?

Mr. Grande: Metro public school board is what I am talking about. What is happening is that you are saying in one breath you have a new weighting factor—and I still haven't heard what that means in terms of dollars from 1977 to 1978—while through Metro less money and less services are flowing to the boards of education.

Hon. Mr. Wells: Right. I think the point is well taken. Whether we can do anything about it or not is another question.

Mr. Grande: You certainly can.

Hon. Mr. Wells: It's a question whether Metro themselves have to be convinced that they should change their definition. Again, you and I will disagree on this, but you are on to the autonomy of the board. It may be that because we are giving the grant weighting factor on a certain basis, we could insist on this. We have never done this before.

Mr. Grande: That's right. That's what's so new this year.

Hon. Mr. Wells: What did you say was the total figure for Metro that you had on your sheet?

Mr. Grande: Of teachers?

Hon. Mr. Wells: Yes.

Mr. Grande: It is 202 for September 1978.

Hon. Mr. Wells: We are funding under the weighting factor 377.2 elementary teachers of English as a second language for Metropolitan Toronto.

Mr. Grande: What is happening here?

Hon. Mr. Wells: What is happening is that we are accepting from the boards' figures that they have these teachers in place because that's where we get our figures from. We are basing the money we give them that's generated by the weighting factor on that number, but somehow in their allocation they are going back and saying that those are the ones they will fund. At this point, I don't know where the difference is. That's what I want to find out and I haven't got that answer yet.

Ms. Gigantes: That's almost 50 per cent.

Mr. Grande: I think you had better find that out and find it out fast because, as of September 1978, that will be the number of teachers that Metro allocates to the different boards of education in Metro. With that number of teachers, it means almost the total destruction of that ESL program. If you think the need is not there, let me tell you you are underestimating the need the same way you underestimated the need for the heritage language program.

Hon. Mr. Wells: I really have got to get some more information from the Metro board than I have had the opportunity to get because there must be more ESL teachers in the system operating than there are from those figures that you have quoted. There must be more in the system. They must be taking regular classroom teachers and switching them into English as a second language; then, when they give their figures to us—this is not the allocation from Metro figures but the figures they give to us—they are counting regular classroom teachers who are performing an ESL function along with the ones who are classified by Metro as ESL to get these—

Ms. Gigantes: I really doubt that. Within the Toronto board, we are told that over the last three years half the English-as-a-second-language programs have been disappearing in the period when you are increasing your support.

Hon. Mr. Wells: I haven't heard that.

Ms. Gigantes: One half.

Hon. Mr. Wells: I haven't heard that.

Ms. Gigantes: That's information from the Toronto Teachers' Federation.

Mr. Grande: What do you mean, you haven't heard that?

Hon. Mr. Wells: You also have to get—

Ms. Gigantes: You have heard it. You have heard it in the Legislature from us.

Hon. Mr. Wells: No, no, no.

Ms. Gigantes: But you haven't listened to us.

Hon. Mr. Wells: I'm talking about hearing it from the Toronto board. You have to phone up the Toronto director of education's office, get some of the figures from them too, and then assess them.

Ms. Gigantes: Presumably, that's where the teachers got it.

Hon. Mr. Wells: That is why I need to get that information, and I don't have it here today, because we are now into a local school board problem. It really isn't something we would have—

Ms. Gigantes: It's a curriculum problem.

Hon. Mr. Wells: Yes, it's a curriculum problem, and I acknowledge that it's right that we get the information, but it is not something we have at our fingertips and we can just grab. We will have to get that information in more detail, and it will take us a few days.

Mr. Grande: I suggest to you, Mr. Minister, that for the very first time this particular year you have a weighting factor on English as a second language.

Hon. Mr. Wells: Right.

Mr. Grande: And it is up to your ministry to decide who are the kids who require English as a second language.

Hon. Mr. Wells: I think that is a fair statement.

Mr. Grande: Therefore, because you have this weighting factor, you don't leave it up to Metro to divert \$6 million or \$7 million or whatever amount of money into some other kind of program. You are saying, "The reason I am giving you this money, this weighting factor, is because of this particular need." And the need for English as a second language for children going to the schools to learn English and to be able to advance in their education and educational attainment certainly doesn't match up with what is happening in Metro. It does not match up at all.

Ms. Gigantes: They did the same thing to you with your special ed money; you know that.

Mr. Sweeney: Mr. Chairman, could I ask a question for clarification, please? Did I correctly understand the minister to say that last year English as a second language was included in the weighting factor of compensatory education and this year it is broken out?

Hon. Mr. Wells: Right.

Mr. Sweeney: I have in front of me the April 20, 1978, statement of the Metro board which shows that in 1977 compensatory edu-

cation had a weighting factor of 0.05; this year it has 0.04, but English as a second language has gone up to 0.02. In fact, the total increase in grants is in excess of \$2 million for elementary schools and in excess of \$1 million for secondary schools. Considering what both of you were saying, there's a contradiction there too. Something is screwy somewhere.

Hon. Mr. Wells: I'll have Ralph Benson explain to you exactly the difference between the compensatory last year and this year and the language instruction for new Canadians weighting factor.

Mr. Sweeney: But the figures I gave you were breaking them out; and the differences break them out too.

Dr. Benson: Last year, 1977, \$41.6 million went to school boards through the compensatory education weighting factors. Approximately 25 per cent of that was in respect of language instruction programs for new Canadians.

In 1978, the method of determining support for language instruction for new Canadians was changed significantly by the establishment of the new weighting factor and by de-emphasizing the language component in determining the compensatory factor. So the overall compensatory factor then went down from \$41.6 million in 1977 to \$39.6 million in 1978.

Mr. Sweeney: That's a \$2 million decrease. [2:40]

Dr. Benson: Yes, and the language instruction for new Canadians, which is a new factor, was calculated at \$8.3 million. So, therefore, if you look at the combined of compensatory and language instruction for new Canadians, in 1977, the total was \$41.6 million and in 1978, the total is \$47.9 million, a net increase of about \$6.3 million.

Ms. Gigantes: But you're spending less on ESL. In absolute terms, you've gone from \$10.1 million in 1977 to \$8.3 million in 1978. Is that right?

Dr. Benson: No, there still is 25 per cent of the \$39.6 million, plus the \$8.3 million.

Ms. Gigantes: So we're talking about another \$10 million. You've increased it \$8.3 million.

Dr. Benson: Yes, the net increase, or net change, combined with the two factors is \$6.3 million, and that increase is in respect of language instruction for new Canadians. That's the only basic change in the program.

Mr. Chairman: Mr. Grande, have you completed?

Mr. Grande: Not quite. So in other words, I understand that there's a net increase of \$6.3 million for ESL, English as a second language?

Mr. Sweeney: It strikes me then that if what we're saying is correct, that last year out of roughly \$12 million for compensatory, \$3 million would have been for English as a second language. This year there is \$4.8 million, so that's an increase of almost \$2 million. Is that a fair way of looking at it?

Hon. Mr. Wells: This is for Metro Toronto?

Mr. Sweeney: This is the Metro Toronto factors, on their stationery.

Dr. Benson: I would say roughly half of \$6.3 million would go into the Metro area. The major increase is in the Metro area.

Mr. Sweeney: According to their generation of funds, they say \$4.8 million for language instruction for new Canadians. If I take 25 per cent of last year's, that's just a little over \$3 million. So that's an increase of almost \$2 million.

Hon. Mr. Wells: Yes.

Dr. Benson: That's the elementary. There'd be another \$1 million for secondary.

Mr. Sweeney: That's the elementary only. Secondary is roughly an increase of about \$1 million.

Dr. Benson: Yes, that's correct. That's \$3 million of the \$6.3 million total for the province.

Mr. Sweeney: So in fact for Metro Toronto then, combining elementary and secondary, there's an increase of almost \$3 million for English as a second language. Yet, according to Mr. Grande, there's a reduction in teachers of—how many?

Mr. Grande: My God, from—

Mr. Kennedy: To 202 from 377.

Mr. Sweeney: Where the blazes is the money going?

Ms. Gigantes: That's the trouble with the Metro board.

Hon. Mr. Wells: No, no, it's not the trouble with the Metro board.

Ms. Gigantes: Yes, it is.

Hon. Mr. Wells: It's the allocation formulas. We'll get the information in detail from the Metro board. It's the allocation, definitions and so forth.

Mr. McClellan: They're taking the ESL money and putting it into something else. Is that what—

Ms. Gigantes: Same as they did in special education.

Hon. Mr. Wells: I'm not sure that they are, because as I indicated to you, for us to get that teacher complement of 377, unless those teachers are not all teaching ESL—and they are all reported from the Metro boards to be teaching ESL—there have to be 377 teachers there in ESL somewhere in Metropolitan Toronto. So what we need is the rationalization between the 377, that number there, and the funding. It's mostly in the Metro area where we have to find that out and we'll get it. If you follow what I'm saying here, basically they can't report 377 if they haven't got them. These are for the number of teachers, four for 10,000, and this is over the compensatory.

Mr. McClellan: I just have a very quick question, again on the Metro definition, which you've indicated you have some concern about.

Hon. Mr. Wells: It's much more restrictive than what our definition is.

Mr. McClellan: I'm not sure that it is. In essence, that's my question. Your curriculum guidelines which I received today define three categories of students who are eligible for ESL programs. To summarize, there are, first, those whose ancestry is native; second, those who speak a dialect of English, and the third category is those who have recently arrived in Ontario from a non-English-speaking country. That seems to me to be very close to the Metro definition.

Metro has added a two-year time qualification but the fact is that you have to be born abroad to qualify under the Metro definition and, of course, that excludes thousands and thousands of kids whose mother tongue is not English, who may or may not have been born abroad. They may have been born right here in Toronto and speak their own mother tongue in the home from the time of birth until the time they go into school, yet they are excluded from the ESL program. I don't know in what respect your definition is less restrictive than the Metro definition and I would be curious to know that.

Hon. Mr. Wells: It says "ESL program students included"; it doesn't mean excluding anyone else and of course I think the operative section there is "recently."

Mr. McClellan: No, no — the operative words are "born abroad."

Hon. Mr. Wells: Yes, that's right, but—

Mr. McClellan: Do you accept that restriction, that you have to be born in a foreign country in order to qualify for an ESL program?

Hon. Mr. Wells: No, not for funding, no.

Mr. McClellan: Can you tell me of a board where it is possible to receive funding under ESL program if you are born here?

Hon. Mr. Wells: No, I can't tell you of a board at the minute. You mean, someone who is born in Canada and who is in an ESL program?

Mr. McClellan: Yes.

Ms. Gigantes: Almost 50 per cent of the kids who are arriving at the schools in the Toronto board can't speak English and yet are born here.

Mr. McClellan: I would like you to obtain the information for this committee about whether there are in fact funds going from your ministry to boards to pay for ESL for kids who are born in Canada. Can you get that for us?

Hon. Mr. Wells: I'm sure there are.

Mr. McClellan: You think there are? Well, it's not happening in Metro, is it? So where is it happening? You tell me where it's happening, that is what I want to know. Can you get us that information?

Hon. Mr. Wells: We can try, yes.

Mr. McClellan: I'll bet you're going to find that it isn't happening and then the question is going to be, what are you going to do because you know as well as I do that the problem doesn't simply exist in families where the kids are born abroad. There is an enormous difficulty with families who are born right in Toronto where the mother tongue is Italian or Portuguese or Greek or Chinese and the children go to school when they are six years old and they have spoken their native tongue all their lives, and what happens? Your definitions are so restrictive that the program is—

Hon. Mr. Wells: I would like to talk to the Toronto people and see what they have to say.

Mr. McClellan: I'm sure you would but we want to have some discussion on that in this estimate.

Hon. Mr. Wells: They have great expertise in this particular area, I'm sure.

Ms. Gigantes: They sure do.

Mr. McClellan: I'm willing to wait for you to obtain the information but I don't want to leave this estimates debate—

Hon. Mr. Wells: I'm prepared to stay on it for the next couple of days, if you want.

Mr. McClellan: —without your coming back with some information on it.

Hon. Mr. Wells: It's going to take a while to get all this information.

Mr. McClellan: That's fine.

Hon. Mr. Wells: As long as you're prepared to wait and we'll ask the Toronto board, although I think you're probably right as far as that board is concerned—

Mr. McClellan: I want to know what you're funding.

Hon. Mr. Wells: —because the Toronto board has got a restriction in—

Mr. McClellan: The Metro board has.

Hon. Mr. Wells: —or rather, the Metro board has a restriction.

Mr. McClellan: Metro board.

Hon. Mr. Wells: Right, Metro has a restriction in.

Mr. McClellan: So do you.

Hon. Mr. Wells: No, we don't have a restriction in, we wouldn't restrict it. This is not the restriction on which our funding is based.

Mr. McClellan: Tell us whom you're funding, then, who provides ESL services.

Hon. Mr. Wells: We'll get all the information.

Mr. McClellan: All right.

Hon. Mr. Wells: I suspect that although Metro has the restriction, there are programs going on in Toronto that fall into this category.

Mr. McClellan: That you're not paying for.

Hon. Mr. Wells: No, that we're paying for, this is the point we're getting at; we're paying for a lot more than Metro is counting in those figures.

Mr. Grande: There might be other programs as you suggest; however, the boards are not getting the funds to run those programs so if the boards are doing it, they are doing it because they see and understand the tremendous need that exists, but they are not being compensated for it in terms of the funding. The funding is not going towards the need.

Hon. Mr. Wells: That may be, but not from us, from the Metro board, likely.

Ms. Gigantes: That's also a responsibility of the ministry.

Hon. Mr. Wells: Sure it is and we'll look into that.

Ms. Gigantes: Mr. Chairman, given that the minister has offered to come back to us once he has had these discussions, is it possible for us to leave an opening for a further discussion on this later in the estimates?

Mr. Chairman: I don't really see how that's possible. I think we have to take the

items in order. If we get into the position of leaving items here, there and all over open for further discussion, then it makes it very difficult for the chair. I think there has been a good discussion on this matter. We've taken almost two hours on it.

Ms. Gigantes: I wouldn't suggest we couldn't proceed in the normal way and go ahead and give the approvals, but since he has made the offer on the part of his ministry to seek that information, perhaps we could leave a section of time at the end of the estimates. Once we've gone through votes, maybe we could set aside half an hour to discuss this.

Hon. Mr. Wells: Could I make a suggestion? Actually, what we've been talking about is basically finance. You could bring this up again under school business and finance.

Ms. Gigantes: Yes, but you may not be prepared by then to supply the information.

Hon. Mr. Wells: I'll be prepared by then. We won't be on that until next Monday or Tuesday.

Ms. Gigantes: Fine.

Hon. Mr. Wells: We are not that slow.

Ms. Gigantes: We don't like to pressure you too much.

Mr. McClellan: Maybe you could start that section off by giving us that information.

Hon. Mr. Wells: Yes, we can. As long as we stick to the grant finance aspects of it rather than the curriculum that's taught, I would say we would be within that vote then.

Mr. Grande: Except that I would not want to pass this item of curriculum and then find restrictions that we cannot talk about curriculum. I wonder if the minister can suggest or say right now that the curriculum need has been put to this committee and, therefore, the problem is that the funds are not flowing to meet that need. Obviously the information you're going to seek—and I'm sure that you're going to get exactly the same information I got—is that there are indeed going to be 202 teachers of English as a second language in the different boards that flow from Metro. Therefore, at that particular time, I want some assurance from the minister that he's not going to wait for September 1979 to do something about it, but he's going to be moving this particular year to make sure the hundreds and thousands of kids that require ESL are not going to go another year while the ESL program continues being dismantled. That's the concern and that's the problem.

Hon. Mr. Wells: I'm not going to make any commitment at this time until I see the facts and take a look at what are some of the apparent discrepancies between some of our figures and the Metro figures. I'm not going to make any commitment until I see that. That would be folly. In fact, I would be negligent in my responsibility not to have the full facts before me.

Mr. McClellan: Were you aware of these restricted definitions? I assume you were.

Hon. Mr. Wells: Certainly, I'm aware of the definitions the Metro board has. We've already gone through this. I don't agree with everything they do. I don't agree with everything every board in this province does, but I also don't agree that I should decide everything that everybody does. There are something like 1,200 elected people in this province who feel they are as important or more important than each one of us in this room and that they were given the right to decide certain things regarding the education system.

Ms. Gigantes: But when the Metro board votes to do away with itself, do you intend to say anything?

Mr. McClellan: That's right, or when Metro board vetoes the Toronto board doing certain things.

Hon. Mr. Wells: I'll have something to say about that tomorrow. The Metro board, incidentally, didn't actually vote to do away with itself. It voted to do away with itself if three conditions were met. A very careful analysis of those conditions makes an interesting exercise.

Mr. McClellan: Let's hope it goes away.

Mr. Grande: I suppose we'll come back to this at a later time when we discuss finances. Let us hope we're going to have some answers.

Ms. Gigantes: Mr. Chairman, before we proceed, could I ask an organizational question here?

Mr. Van Horne: Lord, I have a tremendous headache today.

Mr. Grande: You don't think this area's important or that there is a problem?

Ms. Gigantes: I would like to know the appropriate place to raise questions about the northern core program. Which vote would we find that in?

Hon. Mr. Wells: Supervision and legislation.

Ms. Gigantes: Thank you.

Hon. Mr. Wells: Which number is that?

Mr. Chairman: Item 12.

Ms. Gigantes: I have got that.

Mr. Van Horne: Mr. Chairman, Mr. Sweeney had intended to ask a couple of questions and had to leave. The requests made by members opposite would suit him if we could come back some way or other to a further word on curriculum under that other heading.

[3:00]

Mr. Chairman: At the rate we are going, we'll never get off it today or Monday or Tuesday. Mr. Van Horne, I think—

Mr. Van Horne: I am just passing that on as information, Mr. Chairman. The questions that we had to ask on curriculum were asked at our Monday session. However, Mr. Cunningham, I believe, has a further question on curriculum.

Mr. Cunningham: I am here today in my capacity as physical fitness critic for my party.

Ms. Gigantes: Let's see your muscles.

Hon. Mr. Wells: Does that mean you are the most physically fit in the party?

Mr. Cunningham: As a matter of fact, it doesn't. But I like to find out from you what the possibilities are of a renewed or rededicated effort to seeing that we possibly consider physical education as a compulsory subject—not necessarily the athletic aspect of it, but the entire subject as it is approached in a more detailed way, maybe in colleges and universities.

I really have been concerned, in going through some of the schools, that physical education is being shoved aside. Certainly when I was in school 12 years ago—it doesn't seem that long ago—the emphasis that we, at least in my school placed on physical fitness and physical education classes, there seems to be a departure from that.

I know that all of us as legislators probably get calls from parents from time to time about some difficulty that their son or daughter may have participating in football, soccer and all of the rest of the games. Not every student is going to be able to throw a football 30 yards on target, although, Mr. Minister, I would think your son probably could throw a football 30 yards on target, maybe 35 yards on target, or sink a basketball or whatever. But there are a number of things, especially in individual sports, where I think we would be very well served as a province to see some renewed interest, I would suggest; especially in individual sports, sports that are going to be with the person long after he leaves high school. I know that you, as a former Minister of Health, are probably very well aware of the importance of preventive health and the merits associated with it.

I go to our schools now, and maybe it is just some feeling I have as a former student, that maybe it was better in my day. Maybe you think it was better in your day. There doesn't seem to be the kind of consistency in effort, at least, in seeing that the standards are maintained; or if not maintained, improved, and that every student participates in some way or another. For the students who are not athletically inclined, there is the theoretical aspect of physical fitness in appreciation of diet and kinesiology or just looking after yourself—what's good for you, what's bad for you. The whole context of physical education classes should be given a renewed effort.

I put that to you, as you know, in a non-partisan way because I think it is important. I see differences in standards, for instance, between one board and another. To me, it is unfortunate, because I think maybe we are short-changing some of our children.

Hon. Mr. Wells: I don't disagree with you on the importance of physical fitness, physical education and all that surrounds that as far as the school system is concerned. I guess our emphasis at the present time is on encouraging people to take part in the programs. School boards are strongly recommending it. We have never felt in the last few years that we should make the physical education program a mandatory one as part of our core program in nine and 10, or indeed in 11, 12 or 13.

Physical and health education, of course, is not an optional subject up to the end of grade eight. What we have been doing is trying to put emphasis on developing better programs in elementary school, because that is probably where these patterns of fitness become established. If we can get some good patterns instilled in young people in that time period, they will probably be quite happy to take part in whatever is offered in the secondary school. So I talked to the Ontario Association of School Physical and Health Education people not so long ago. I indicated I thought we should have a daily program in elementary school. I think that is one of the weak spots, frankly. Elementary schools have tended not to worry so much about the kind of program. They don't all have the elaborate facilities secondary schools have so they don't tend to have the program.

It doesn't necessarily have to be an elaborate program carried out in a gym. Out in Scarborough we've got a program called the Health Hustle that is actually being used now right across Canada. It's a program for 10 to 15 minutes in the morning to a record

that the teacher and the class all do. In some cases the parents come and do it in the hall and so forth. It's kind of a physical-fitness-type activity program that is done in the morning. It stimulates everyone and supposedly even makes learning better during the day.

That is coupled with the other kind of programs — rope-climbing and so forth that they develop in the elementary school. They cultivate the idea that this is an important part of the curriculum and not something that, for instance, if you haven't got time you cut it out or if the gym is being used for something else we just wash it out. In other words, it's not the kind of thing that you stick in as an extra and that you cut out as a disciplinary measure and all that kind of attitude. We get rid of that in the elementary school and we put the emphasis on physical fitness as an important part of the total basic program.

I think if we do that, by the time the kids come to secondary school they will want to take part in the programs that are offered there. I think the only place you and I would differ is in whether they be mandatory or not. I don't think there is any question that we have good people in the secondary schools teaching physical education. I don't think there is any question that we have good facilities. Most of the schools in this province today have good gymnasiums, barring a few—and of course as soon as I say that the few will suddenly write and suggest they haven't got the gyms. But we've got all kinds of equipment, and a whole variety of programs that are now given that you may have got when you were at school, but I sure never even saw them contemplated. Tennis, sailing, riding—a whole variety of programs that develop sort of ongoing physical fitness. Our emphasis is to develop and to have offered good programs. We believe if you have good programs the kids will accept them and they will build a much better general fitness spirit out of that.

My feeling also is, though—and this is counter to some of the prevailing opinion today—that we shouldn't be negative towards competitive team sports. I believe there is still a place for competitive team sports, both in the school and between schools. I think football is great in school. I think hockey and basketball and all these sports not only assist the people who are taking part in them—and there are more people than you would believe taking part in all these sports—but they also assist in other areas of school life, developing spirit and so forth.

I don't go along with any groups like chiropractors and so forth who want to ban or prohibit these sports in the school. I think we have to take very great care that the health problems and injuries that can be associated with these sports are made very clear to people—that there are proper people on hand when sports are practised to catch anything quickly, and that we take all the precautions and we realize and make sure that anybody who takes part in competitive sport is doing so of his own free will. But I don't think we should play down and discourage that kind of activity, which is also I think very helpful.

Mr. Cunningham: Mr. Chairman, I don't want to take a lot of time here because I know other members want to get on to other things, but, Mr. Minister, I want to leave this with you. I see a very serious paradox here in your policy. That is that you have compulsory physical education in the elementary schools but in many situations you don't have the proper facilities; and in the high schools we have seen *carte blanche* in many areas where the facilities are extraordinary and the resources are very good. I don't criticize that, but the aspect of participation is almost entirely voluntary.

While I don't want to see it rammed down anybody's throat I would like to see some greater effort and maybe a renewed effort to see that people participate. While I don't have the statistics, and I would appreciate them if one of your staff officials might send them along to us sometime, I would suggest there's a tremendous fall-off between grade nine and grade 13 in participation in physical education classes, a trend I find disturbing.

As younger children who are not fully developed, at least in lifestyle patterns, are entering school now, I think it's important that the pattern of benefit that one would accrue or attain from participating in physical education be encouraged. I don't think you're set in your ways by any means. I don't even think we're set in our ways here, although sometimes I have my doubts. But I would like to see that we encourage the student to participate in phys-ed up to age 17 or 18 or even 19, for those of us who got out of school a little later than others, because I think it's those kinds of habits that will be continued once you leave school. I think everyone in the room would agree there is a great value to such participation.

I worry about that grade 10 or grade 11 student who says, "Well, let's see now, on Friday I've got a double spare and a lunch and phys-ed is the last class. I don't know,

I don't think I'll be here this afternoon." Or "phys-ed's that optional class." I don't know whether you recall your days as a student, but it wasn't that long ago for me and there were some times on a cold morning in the end of October or early November when they said, "Five times around the track," and if we could have taken a vote, we wouldn't have been going. But the benefits were attained nevertheless, and anything that can be done to improve that and maybe renew our efforts in that regard would serve us all well.

Hon. Mr. Wells: Thank you. I was just thinking as you were talking, maybe we should try the Health Hustle out for a week in the Legislature. We could have it before question period every day.

Ms. Gigantes: We have a program going in our office.

Hon. Mr. Wells: Have you? What do you call it?

Ms. Gigantes: We haven't got a name for it yet, we just do it.

Mr. Chairman: What do you do? Could you give us an explanation, Ms. Gigantes?

Mr. Cunningham: Or possibly a demonstration?

Ms. Gigantes: On the same subject, Mr. Chairman. I would just like to ask the minister if he doesn't feel that really part of the problem at the level of grade 9 and 10 is the semester system? Last year in Paris I ran into a young woman, who was about the grade 10-11 level, and she said that she had taken phys-ed one September and didn't take it again until more than a year later. That doesn't make sense and it also didn't make sense to me when she said that they spent most of the period of that course studying the rules of basketball. They didn't actually play basketball. How does that happen?

Hon. Mr. Wells: It happens because that's the program that the phys-ed people in that school have mapped out. There's always the trend in the school to develop a program, some with more emphasis on the physical, some with more emphasis on learning the rules of sports and everything else. And some people feel that's very valuable. Then of course there's the health component too, and that's one of the real problems we have had in this area. Health education and all those things connected with drug education, alcohol education and so forth have all been part of the phys-ed program. We're now providing that schools can develop separate courses in each of those areas so you don't have to take the total phys-ed program to get all the health education if you want, or vice versa.

Ms. Gigantes: That's exactly what we're concerned about here. If we're talking about something that involves children and young people in developing an attitude towards physical health—says she, puffing on her cigarette—then it has to be a continuing kind of program. What you're talking about is something that should be happening on a daily basis and why shouldn't we be considering, not an hour program once a week but 15 minutes a day? I just think everybody does better work after they've had a physical break.

[3:15]

Hon. Mr. Wells: There is no reason why. In fact, that's a very good thought. Maybe we think of the Health Hustle and these kinds of programs as applying to elementary school. Maybe we should have our phys-ed specialists looking at introducing these kinds of programs on a general basis in the secondary schools too, rather than just the regular programs.

Ms. Gigantes: That's right. You'd have a lot of public support for that.

Hon. Mr. Wells: It's a good idea. There is no question that the semester system does present a problem. You can't use up all your credits, you can't take two credits each year in physical education, it wouldn't be possible to have that many credits.

Ms. Gigantes: She went from September to December and then she didn't take it for a year. Then she took another—

Hon. Mr. Wells: That's very normal. That of course is part of the problem with the semester system. When people ask me I say you have to look at the pluses and the minuses of it, and the best way to offer it is to offer it some place where the student can have a choice. If he doesn't want it, he doesn't have to go to that school but to another school. That's only possible in large urban areas.

Even in French, for instance; you could take French for the first part and then you miss it for four months.

Ms. Gigantes: That's right. She is having the same difficulty on that one.

Hon. Mr. Wells: And music. There's a whole variety of programs—

Ms. Gigantes: But if you design a different kind of program that doesn't involve whole periods. You are talking about a daily kind of routine. You can fit that into a semester system.

Hon. Mr. Wells: Or you can fit it into any system and everybody could take it.

Ms. Gigantes: While we are on the subject of semester systems, can you give us any

accounting in general terms about how many schools have come into the semester system and how many have gone out over recent years? What the status of semestering is?

Hon. Mr. Wells: We'll try to get that, we don't have it here. We'll see if there's something on it.

Ms. Gigantes: Can I throw in one more question on curriculum while we're at it? I'm wondering if the same kinds of information that we have been looking at, in terms of allocations and money for Metro board here in Toronto for English as a second language, and then what the product is in terms of programs at the Metro board could be done for us on special ed within Metro. We talk about Metro an awful lot; but in fact Metro is an awfully good barometer of what is happening. Could we get those kinds of figures for special ed too? How many teachers do you think you are paying for, and how many Metro actually turns up paying?

Hon. Mr. Wells: Metro, of course, is unique in this. There is no other board in the province like it, because we are paying to the upper layer.

Ms. Gigantes: I understand that, Mr. Minister, but you will recall when French-as-a second-language-programs began with a real spurt in Ottawa, the passage of moneys from the feds to the province to the school board meant people in the public in Ottawa who were concerned that every cent of that money got spent on those programs had an awful lot of difficulty tracking that money down for several years.

Hon. Mr. Wells: The special money is always passed on. But as I have explained at other estimates, we switched the uses of a lot of the money.

Ms. Gigantes: That's right. You had to, you had to track it and you had to find it.

Hon. Mr. Wells: We switched the uses and the minority language school system didn't get all the money that we got from the feds. We switched it to French as a second language—

Ms. Gigantes: But beyond that the moneys also got, shall we say, diluted at the board level very frequently.

Hon. Mr. Wells: Of course, that's true.

Ms. Gigantes: Well, we're concerned about that.

Hon. Mr. Wells: I don't know how you get at that problem.

Ms. Gigantes: Careful monitoring by the ministry.

Hon. Mr. Wells: It's not just careful monitoring. Let me just illustrate to you quickly. You see, I had someone come into my riding office and say, "I am a French teacher at the local high school. I see under your grant regulations that French at the high school, French as a second language, qualifies for X number of extra dollars for my course. I went down to my principal to ask why I didn't get some extra money that nobody else in that school gets. And he said, 'That's ridiculous. We get so much for this school from the board, and that's it. You don't get anything more than the English or science teachers.'" That's what she said.

Ms. Gigantes: That's not what I mean.

Hon. Mr. Wells: That's an illustration, though, of that teacher's class in every secondary school. The French class is generating extra money for the board but the question is does it ever get back in for that French class in the secondary school? The chances are it doesn't.

Ms. Gigantes: When you're funding through a waiting factor, you can watch these funds get used in marvellous ways, Mr. Minister, and you know that's true.

Hon. Mr. Wells: I just expect the school board members to show their part of the responsibility too. I realize it's not always easy for them.

Ms. Gigantes: I'm just suggesting that you take part.

Mr. Van Horne: In the introductory statement that I made, Mr. Minister, I asked the question about grade 13 and I referred to the Globe and Mail editorial. Are you prepared to reply to that now? I think it does come under the heading of curriculum. I'll just read part of the comment that I made:

"It is interesting to note," the Globe indicated, "that the white working paper proposing policies affecting the preparation and transition of Ontario students from high schools to colleges and universities contains a subtle reminder of the minister's 1973 statement."

Of course, that's the 1973 prediction about the end of grade 13 by 1980, I believe, it was.

I asked the question, "Does the government intend to withdraw operating support for special university transition programs?" I realize that comes under another ministry but, of course, the implication for grade 13 is very significant and certainly has to be answered in the light of the press noting this. An awful lot of people are expecting to hear from you. Are you prepared to make some statement about grade 13 now?

Hon. Mr. Wells: Yes, certainly. My statement would be that we don't intend to do away with grade 13. It's not our policy. I was using a crystal ball-gazing approach in my comments that the Globe and Mail referred to, and I predicted that perhaps grade 13 would vanish from the school system by the end of this decade. I think I would have to revise my projections now. I don't think that it will.

I didn't say that it would be done away with but that it would go out of existence of its own accord, through the fact that the credit system would allow young people to move through at their own speed and achieve the full program in less than five years. That's what I was talking about, as I recall, in that speech. I don't believe that will happen by the end of 1980. I'm sorry, by the beginning of 1980.

I don't know what experience you've had in this area in talking to parents and young people, but I find that when I talk to them at school groups and at parent-teacher groups and so forth, that after a good discussion on this matter, most of them feel that there is merit in our present grade 13 and that we should stick with it.

As part of the interface, when we talked about the interrelation between last year of secondary school and first year of university, you will recall there was a questionnaire public opinion poll done on "what you think of grade 13." I haven't got the exact poll here, but as I recall parents, teachers and students all voted quite highly in favour—somewhere in the 60s—in favour of retention of grade 13. I think the value of grade 13 as a pre-university year is still very valid. I think that the extra year of maturity is helpful for the young people from this province who are going on to university here. It's helpful to them and it enables them to meet the challenges of university perhaps even better than they would if we had only a four-year high school system. So I don't see us doing away with grade 13.

[3:30]

Mr. Van Horne: I don't want to debate the point with you now. I was interested mainly in your answer and the reference to—I think the word "subtle" was used—a subtle hint that funding might be withdrawn from those universities which have that preparatory program. I realize that, again, this would come under the heading of Colleges and Universities. But that working paper is a joint effort, so perhaps you could enlighten us a little bit about that.

Hon. Mr. Wells: We're asking for comments on that working paper. I think they were to be in to us by May 15 and after that Harry Parrott and I will be assessing the comments and coming up with some policy statement. I don't know what the comments are from the various groups. There has been some comment from the University of Toronto that their transition year program has been very effective; a lot of the newcomers to this country particularly have felt that the doing away of that program would be detrimental to them.

The question is, where can the make-up program for some people occur? Should it occur in the secondary school or should the universities be able to offer it? That's one side of it. The other is whether you should allow people to go out after grade 12 and take some kind of pre-university year at one of the universities and then go into university.

I think that our position—and I'm just guessing now, because we haven't finished the assessment of the replies—will probably be that those programs shouldn't be funded. If Brock University or Western University and so forth want to encourage grade 12 students into their universities and expect the government to fund those students in some kind of a quasi-preparation year before they go into the regular arts program, we should say to them that our decision is that grade 13 is the pre-university year and they should be happy to take them after they graduate from grade 13.

Ms. Gigantes: Oh, no. That's not the question. The question is rather whether the programs are increased. In fact, you will recollect Jane Dobell, chairman of the Ottawa board, raising these kinds of questions about the French language funding.

Hon. Mr. Wells: How do you mean the programs increased?

Ms. Gigantes: In terms of the number of children who are in the programs, the number of programs available.

Hon. Mr. Wells: I mean if Jane Dobell doesn't know whether her programs are increased because she got more money—

Ms. Gigantes: She had a hard time finding out.

Hon. Mr. Wells: She sits on the school board.

Ms. Gigantes: Yes.

Hon. Mr. Wells: She should certainly be able to find out.

Ms. Gigantes: I think there's an awful lot of difficulty for board members finding out

and I think that it's part of the responsibility of the ministry to help them find out and to alert them to the problem—

Mr. Van Horne: Trustees should be able to find out simply by looking at the principal's annual statement, which is done at the end of September each year. This statement indicates the number of students enrolled in each subject offered in the school.

Ms. Gigantes: No, she couldn't easily discover how the extra funding was actually being used on a total basis in the Ottawa board or what portion of the funding that was coming to the Ottawa board for French as a second language was actually being used to generate programs on French as a second language, because it all got melted into general funding.

Hon. Mr. Wells: The board employs the staff of the board and if the board can't find out those things, we are happy to help. But I tell you that they should be able to find out themselves and if they can't, they should make darn sure they can.

Ms. Gigantes: I think you should be more than happy to help. I think you should also be concerned.

Hon. Mr. Wells: But the board employs the people. If they don't like the kind of results and answers they are getting, they should arrange to get some other people to do the job. I just can't imagine that a board member asking for information would not be given that information.

Ms. Gigantes: It took a long time and a person on that board who cares very, very much to track it down. I think what that suggests is that there needs to be some kind of helpful mechanism from the ministry which alerts board members to these kinds of notions, that they should watch very carefully and suggest to board members ways in which they can monitor successfully.

Hon. Mr. Wells: I could make some observations about the Ottawa board but I won't.

Ms. Gigantes: Go ahead.

Mr. Van Horne: Is it not possible for a trustee to look at a school's or a board's annual statement? The principals of schools prepare the statement at the end of September indicating the number of students and the various credits that students have on their timetable. That should be available to a trustee.

Ms. Gigantes: It's not as simple as it sounds.

Hon. Mr. Wells: I certainly think it should be. It may not always be that way but I

think it should be. I think that any board member who asks for a piece of information should have that information supplied to him.

Mr. Van Horne: Indeed.

Hon. Mr. Wells: However, I know that there are problems and I know that some boards adopt the policy that if a board member wants certain detailed specific information that is going to take quite a bit of time and perhaps some money to compile, they have to put a motion to the board or get a majority of the board to agree to ask for that information, and sometimes the problem arises there. They can't get their colleagues to agree that somebody should take the time to put together that information.

Ms. Gigantes: When you are providing extra funding for programs that you are interested in seeing developed within the Ontario system of education, it seems to me you should also take some responsibility for making sure that that money is being spent in those programs.

Hon. Mr. Wells: I have never had any problem finding out.

Ms. Gigantes: We took over the heritage language—

Hon. Mr. Wells: No, I mean I have never had any problem in Ottawa. We have spent more money than enough to find out exactly what is going on, in numbers served and how they should be served and so forth.

Ms. Gigantes: I consider the mechanisms we went through in Ottawa to be useful ones and I suggest to you that you might consider them in other areas.

Hon. Mr. Wells: How many people know the rafts of research available on the Ottawa programs? Anybody who says to me we need some research on French as a second language, I say that we have it in Ottawa in spades. It is all there for people to look at.

Ms. Gigantes: What is your point on that?

Hon. Mr. Wells: My point is that although it may not have been available right at the minute that Mrs. Dobell wanted it, the information on what happened in Ottawa is certainly available in detail—and in very careful, delineated detail.

That's a different problem to the so-called transition year or preparation year for people who may not even have grade 12 and who are at another degree of maturity and are being prepared to see if they can take the university program, which is the kind of thing I think the University of Toronto is offering.

Mr. Van Horne: I would like to know how much money is being spent right now on these programs. I doubt that you would have that information with you.

Hon. Mr. Wells: I'm afraid I don't have that information. You'd have to get that from the Colleges and Universities estimate, because if they're funded now, and some of them are, I think, they would have to be funded under their vote. I haven't any idea.

Mr. Van Horne: Okay. One final question and then we'll leave grade 13. The book purchase plan has been in existence for some time. There is a slight increase noted here in the total dollars. In your setting of priorities, have you ever discussed removing that assistance towards the book purchase plan?

Hon. Mr. Wells: You mean removing the book purchase plan?

Mr. Van Horne: That's right.

Hon. Mr. Wells: It is looked at in the same way as all programs are, of course, at the time we assess our budget. We looked at it this year and we decided that it shouldn't be removed because we felt that it was a very effective and necessary program.

I'm not sure whether we've discussed in previous estimates the purpose of the program. The purpose of the program is not just to provide sample books to the schools so they can decide what books to buy. The book purchase plan was a very deliberate program that was created as part of a total program to assist the book publishing industry in this province and to encourage Canadian textbooks and so forth.

Part of that program—and I believe this was one of several things that were recommended by the royal commission on book publishing a few years ago—was that we pay for the sample books, and that this was one way that the government could help the book publishing industry. We discussed it with them for a number of months—in fact a couple of years, as I recall—and finally we devised this program so that they wouldn't have to expend a lot of money on Circular 14 textbook sampling. We would pay for that and that would be a part of a program to assist them. As you can see, it assists them to the tune of almost \$2 million.

But it's got a lot of other benefits. The schools get these books; they assist the schools in that the schools see all the new books—the Canadian books particularly—that are available. The books in a lot of schools are put in the libraries and are available for students as resource books, even though

they may never be ordered as textbooks. I think it's a good program and we have certainly got a lot of very laudatory comments from principals about the program.

The answer really is "Yes, we've looked at it," and "No, we didn't think it should be cut out," not just completely from the straight value of the books as part of the educational program but also because of our commitment to the book publishing assistance program.

Mr. Van Horne: I would submit that they are probably the bigger winners than the schools because my experience in both the elementary and secondary is that although some may use it, there are a lot of others who don't.

Hon. Mr. Wells: They sure order a lot of books, though.

Mr. Van Horne: Yes, I realize that. I would submit to you that if you're making a priority list next year, you might reconsider. From a former principal's viewpoint, and superintendent's viewpoint, I would submit that it's an area you might save some money in.

I have no other questions on that vote.

Mr. Cooke: Mr. Chairman, may I just ask a question related to grade 13 and, in particular, the transitional year and the preliminary year? Apparently the Minister of Colleges and Universities is thinking of not funding any further at the university level. Has there been a great deal of consultation with your ministry and the Minister of Colleges and Universities as to whether the public secondary school system can really fulfil that need?

Hon. Mr. Wells: Oh, yes. That's part of the whole interface study. There's been a lot of discussion.

Mr. Cooke: The other day when you were answering my question in the House you didn't seem to make that very clear. What is your opinion on it? Do you think that it can be duplicated at the secondary level, eliminating the transitional courses?

Hon. Mr. Wells: As I was trying to indicate a few minutes ago, I think there are the two problems. I believe the special year, or whatever you want to call it, can easily be handled and that we should just say to these universities, if that's our decision after we have this interface, that for the young person 16 or 17 who has finished grade 12, that grade 13 is the pre-university year; and you take it. You don't start running a bunch of courses for those grade 12 graduates to

move into the programs in your university. There's no problem with that.

Mr. Cooke: You understand the problem at a university out of town, like Windsor where there's a number of American students who come over and need that preliminary year in order to get into the university courses.

Hon. Mr. Wells: Well, no, I don't. You'll have to discuss that with MCU. You see that's another program.

Does the Ministry of Colleges and Universities and the taxpayers of this province fund those students for these programs?

Mr. Cooke: No. They're paying much higher tuitions.

Hon. Mr. Wells: Not all that much higher.

Mr. Cooke: I know we'll get into this in more depth with Colleges and Universities, but it is important, obviously, to have students from other countries in our universities.

Hon. Mr. Wells: Oh yes. No question, no question. But whether we should have make-up years or whether there should be some other provision, I don't know. As far as Ontario students who are of immediate high school age are concerned, there's no question that they should attend grade 13.

Mr. Cooke: What do the directors of education feel? I talked to the director of the Toronto board and he indicated that he didn't feel that it could be duplicated, that there would be a problem by eliminating the transitional as well as the preliminary year because the atmosphere and the environment are very different. The quality would decrease and there wouldn't be the incentive for these students to get back into the educational system if we fully relied on the secondary public system.

Hon. Mr. Wells: No. What I'm talking about is the student in some of these courses. The ones I'm thinking of are the ones where they've stepped in and they're trying to get the kids, before they've finished grade 13, to take a preliminary year there, and then come into their university.

I don't think there's any problem with that group. I think the group you're thinking of is part of the transitional program which the University of Toronto introduced for older people. There, I think, would be a problem with the high schools. We will have to look at that part very carefully, because the person in there may be quite a bit older than the person in the secondary school and may not in any way want to go back and take the program in the secondary school.

There are people from other countries who have come into those programs who, perhaps, are not sure whether they fit or not and we don't know what their educational background is. By achieving in that transitional year, it is then known immediately where they can fit into the university and we are able to accept them. That may have to be done.

Mr. Cooke: You have communicated that, obviously?

Hon. Mr. Wells: Oh, yes, we have communicated that and that has certainly been in the discussions that have gone on about this.

I don't know whether you got a copy of this policy proposal affecting the interface. It is in there and that is all part of a joint task force of our ministries.

Mr. Chairman: Ms. Gigantes? Does anyone else have any comments on the first item, curriculum?

Hon. Mr. Wells: Mr. Chairman, I have some information here.

We start with full-credit, full-year only. It was 398 in 1975, 363 in 1976 and 337 in 1977, so there is a decrease in the number of schools practising the full-credit, full-year only. In other words, that is the traditional. The two-semester schools, that is with a straight two-semester program, full credits in each semester—137 in 1975, 155 in 1976 and 170 schools operating on that program in 1977.

Ms. Gigantes: The semester in the full-credit, full-year basis has gone down in three years. The schools with two semesters have gone up.

Hon. Mr. Wells: Right.

Ms. Gigantes: Do you have any indication that that is a switch or have some schools dropped right out of the full-credit, full-year semester system?

Hon. Mr. Wells: Yes, I think that generally they have transferred from the full-credit, full-year to the full-credit, two-semester system.

Ms. Gigantes: I am sorry, I should have figured this out for myself, but how many schools are not on the semester system?

Hon. Mr. Wells: Wait a minute. I have a couple of other categories here, then you will have the whole thing.

Interjection.

Hon. Mr. Wells: Every time I get into this there is some innovation. We will see how many know this one. This is the one-half credit, two-semester system. Then there is

the one-third credit, trimester system. One-half credit for two semesters. It runs four courses for which you get half a credit, then another four. Eight and you get a half; Fifty schools are on that system.

Ms. Gigantes: Now?

Hon. Mr. Wells: No, 50 in '75, 64 in '76, 83 in '77.

Ms. Gigantes: Right; and one-third credit?

Hon. Mr. Wells: And the one-third credit, trimester system: 12 in '75, 13 in '76 and 25 in 1977.

Ms. Gigantes: How many schools don't use the semester system at all?

Hon. Mr. Wells: Well, that is 12, 13 and 25 I've just mentioned. Now, wait a minute; I have one more for you. Others, including semestered in unstructured schools, et cetera: 30 in 1975, 44 in 1976, and 46 in 1977.

Mr. Van Horne: If you add all those up you should come to roughly the same number. [3:45]

Hon. Mr. Wells: All secondary schools: 615 in 1975, 620 in 1976, and 622 in 1977. Those first figures are what we would call the long-time traditional school. The 337, say, for 1977, and all the rest of these are the variations.

Ms. Gigantes: And how many schools don't use the semester system at all?

Hon. Mr. Wells: Well, the 337 full-credit, full-year only. And the 170: 83, 25 and 46 together total 282. Is that right? Let me see if this works out and if it does I'll be more than surprised. It doesn't work out.

Ms. Gigantes: They never do add up.

Hon. Mr. Wells: Some secondary schools have a combination so that they will not add up. Well that's that. I wonder if we should put that as an exam.

Ms. Gigantes: About half the schools are outside the semester system, operating on a full-year system?

Hon. Mr. Wells: Yes.

Mr. Van Horne: According to the statement you read just a moment ago there are some with semester only in the final year or final couple of years and that really fudges the figures for you.

Hon. Mr. Wells: Yes. There are some schools that operate partly on the semester system too. I don't know whether they're in here or not. Some schools I know have traditional to grade 12 and then they will have grade 13 on semester.

Then there are schools—and they wouldn't be in here—that run on the two-day cycle.

They would still count as full-credit, full-year only. But they run four periods a day and then four periods the next day so that it takes you two days to cover all the courses you're taking. And you get homework in four subjects one night and four subjects the next night.

Mr. Chairman: Shall item 1 carry?

Item 1 agreed to.

Item 2, special education:

Mr. Van Horne: Before I get started, Mr. Chairman, I would go back to a couple of questions put to the minister in the opening statement. I want to know what the minister has in mind for this early identification program. On special education, on vote 3002, item 2, we are dealing with some fairly specific programs and a limited amount of money. The minister may wish to leave special education to the later vote which is item 11, where we deal with the business and finance, with the general legislative grants. Which is your preference, Mr. Minister?

Ms. Gigantes: That is not a bilateral decision?

Mr. McClellan: No. We want to deal with it here, under policy, because there's a chance we won't get to item 11.

Mr. Van Horne: All right, that's fine. As long as we're not restricted to the narrow definition "special ed" as it is implied in these numbers we're looking at.

Hon. Mr. Wells: I'd just like to canvass both parties here to see if there is any additional information you want, because we do have three working days before we meet again next Monday. If there's any information we want, rather than it coming up at the beginning on Monday and then have it all Monday if there's any more—

Ms. Gigantes: If we could have the interim report of the Jackson commission, that would be really handy.

Hon. Mr. Wells: I think it's supposed to be here on Friday.

Ms. Gigantes: Oh, lovely.

Hon. Mr. Wells: But I meant basically on special education, if there's any more. Now we had one request for the financial type of information that we had on English as a second language available. You've got the large documents you want—

Ms. Gigantes: Also through our research office, we've made some particular request for information based on the figures you provided in the printouts on special educa-

tion programs. I'm hopeful that will go ahead in the normal way.

The kinds of things we wanted to try and find out are rather on a program by program or school by school basis—you have classroom-size figures associated with no special education programs—and also definitions of some of the program categories. Those requests have gone from our research office.

Hon. Mr. Wells: Do you want that by Monday?

Ms. Gigantes: That would be very helpful, yes.

Hon. Mr. Wells: I don't know whether we have the class size information.

Ms. Gigantes: I don't know if you do either.

Hon. Mr. Wells: If it isn't on the computer, it means a long, laborious thing, because we don't normally have—

Ms. Gigantes: If our research office discovers that from the ministry we'll go ahead and try to get some information on our own.

Mr. Van Horne: The material that you made reference to, the printout material, we have not got.

It's gone over today?

Hon. Mr. Wells: The big one.

Mr. Van Horne: This is a shopping-bag full. It's coming today? Okay.

Hon. Mr. Wells: It's a suitcase full.

Ms. Gigantes: Just trying to terrify us.

Mr. Van Horne: These things are all relative.

Hon. Mr. Wells: I mean it's not a nice, handy little report like—

Mr. Van Horne: I did ask on Monday of this week for other information on grants over the last three years. I put this in writing to, I believe it was Mr. Fobert or Mr. Waldrum, and in addition asked for information on the number of special education students listed for each board and how much money they were actually bringing into the boards.

Hon. Mr. Wells: We'll be sure that as much of that material as we can get together is to you either before Monday or at least by Monday, but we'll try and get it before.

Mr. McClellan: With respect to the minister's query. I wondered if I could obtain a breakdown of your educational programs in schedule 1 facilities, under the Developmental Services Act? Last year I obtained a program for a couple of the centres, which was enormously helpful to me, and I'd like to obtain a program for all the schedule 1 facilities by classification and age of the students, if I could—

Ms. Gigantes: It would be good to have that for the training centres too.

Mr. McClellan: —so that I would have an understanding within each of the schedule 1 facilities, the number of children in who are classified educable, the number who are classified trainable, and the ages.

Hon. Mr. Wells: These facilities would not operate under this ministry.

Mr. McClellan: No, but you're responsible for the development of the education program, and I understand you have this—

Hon. Mr. Wells: In some of those, yes.

Mr. McClellan: Well in all of them, all the schedule 1 facilities.

Hon. Mr. Wells: What you want is: In all the schedule 1, if we have a program or not; if we have a program how many in it are educable and how many are trainable—

Mr. McClellan: And the age breakdown.

Hon. Mr. Wells: —the age breakdown, and how many others there might not be in our program but might be classified in the same area if we have that.

Mr. McClellan: That's right.

Hon. Mr. Wells: I don't know if we have all that.

Ms. Gigantes: Does that cover the training schools too?

Hon. Mr. Wells: No, that doesn't cover the training schools. You want the training schools too?

Ms. Gigantes: It would be interesting to have that. Yes, if it is available.

Mr. Chairman: Shall item 2 carry?

Mr. McClellan: No. All of us have an enormous interest in item 2.

Mr. Chairman: In view of the long silence I thought—

Mr. McClellan: People are reluctant to start because there are only two minutes left in the day's session.

Mr. Chairman: Actually there are 10 minutes; it was 1:15 p.m. before we got going.

Mr. McClellan: Mr. Van Horne can have the floor.

Mr. Van Horne: All of us would prefer to wait.

Ms. Gigantes: All of us would prefer to wait, Mr. Chairman.

Mr. McClellan: It is a major issue for all of us and we don't want to get—

Mr. Chairman: We have some information coming. Is it the wish of the committee to adjourn at 4 o'clock?

The committee adjourned at 4 p.m.

CONTENTS

Wednesday, May 3, 1978

Education program	S-441
Curriculum	S-441
Special education	S-470
Adjournment	S-471

SPEAKERS IN THIS ISSUE

Cooke, D. (Windsor-Riverside NDP)
 Cunningham, E. (Wentworth North L)
 Gaunt, M.; Chairman (Huron-Bruce L)
 Gigantes, E. (Carleton East NDP)
 Grande, A. (Oakwood NDP)
 Kennedy, R. D. (Mississauga South PC)
 McClellan, R. (Bellwoods NDP)
 Rowe, R. D. (Northumberland PC)
 Sweeney, J. (Kitchener-Wilmot L)
 Van Horne, R. (London North L)
 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)

From the Ministry of Education:

Benson, Dr. R., School Finance Adviser, School Business and Finance Branch
 Storey, J. W., Director, Curriculum Branch
 Waldrum, G. H., Deputy Minister

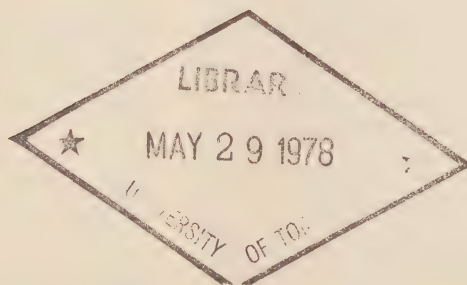


Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Education



Second Session, 31st Parliament

Monday, May 8, 1978

Clerk: Roderick Lewis, QC

Speaker: Honourable John E. Stokes

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

MONDAY, MAY 8, 1978

The committee met at 3:35 p.m.

ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3002, education program; item 2, special education:

Mr. Van Horne: I have a question about time, Mr. Chairman.

Mr. Chairman: We have used three hours and 25 minutes on this particular vote so far; that means we have another 35 minutes to reach the halfway point in this entire vote. I remind the members that we are on item 2, and we have another 12 items to go in this particular vote.

Mr. Van Horne: Thank you very much. Mr. Chairman, aside from the questions and comments on special education that I made to the minister and to the committee members and staff—

Ms. Gigantes: Mr. Minister—

Mr. Van Horne: Tais-toi, please. That's good French.

Ms. Gigantes: Could I ask one procedural question? My understanding is that the ministry has withdrawn the information it gave to us last week on special education programs. I just had a call from the Clerk's office.

Hon. Mr. Wells: Withdrawn?

Ms. Gigantes: Withdrawn for amendment of some kind, and I wonder if we can have an explanation of that.

Hon. Mr. Wells: Apparently there was a computer printout error in the big one that was tabled and they were going to just replace it with another.

Ms. Gigantes: What kind of computer error?

Hon. Mr. Wells: The aphasic program for all the schools was not included on the printout that was tabled originally, so the new printout will have it in it.

Ms. Gigantes: It's only the aphasic program which was affected in that printout?

Hon. Mr. Wells: I gather, yes.

Ms. Gigantes: It seems to me, Mr. Minister, it might be cheaper just to write it in by hand than to run a computer run on it again.

Hon. Mr. Wells: I am told it wasn't that expensive to redo it. It's aphasic on every board and there isn't anything else. But the totals change. Halfway down, under hard of hearing, there's aphasic; and then there's a—

Ms. Gigantes: Yes, thank you, Mr. Chairman. Thank you, Mr. Minister.

Mr. Chairman: Mr. Van Horne?

Mr. Van Horne: I apologize to the member for Carleton East for snapping back, but it struck me that we just got started and there was some kind of interruption. I realize now that there was need for it.

Mr. Chairman, I was going to begin by making reference to the questions put to the minister in my opening statement of April 25, realizing again that moneys for special education come in two categories: those moneys that are fairly easily and readily identifiable in this particular vote and those other moneys that one has to search out by looking at a later vote and trying to pull from that those special education grant moneys. However, my understanding is that in this particular vote we will have the latitude to question special education generally. Is that the understanding that the other members have?

Mr. Chairman: Within the confines as outlined in your briefing book, Mr. Van Horne.

Mr. Van Horne: Therein is the problem in part, though. In vote 3002, item 2, we have only the limited amount of money for special education in specific program areas, as indicated under the heading "Areas of Responsibility." There are many other millions of dollars transferred to boards in a later vote and item, and I understand it to be vote 3002, item 11. We want to discuss special education generally, Mr. Chairman—

Mr. Chairman: I think that the chair can be reasonably lenient. If the special education items to which the member is referring also have a financial implication, I would think they could quite appropriately be discussed under item 2 as well.

Mr. Van Horne: Thank you, Mr. Chairman. Having said that then, I will go to some of the questions or points made to the minister and ask him if he is prepared to give us an answer to some of these questions that

I raised, either today or before these estimates are complete. Perhaps he has the copy of the comments that I made; the questions I raised are on pages seven and eight, so he or his staff might be able to find them. I gave out copies on opening day. In addition to that, I have other questions and comments that I would like to put to the minister.

[3:45]

First of all, reviewing the debate on special education from last year, the issue of incidence tables was raised, and the administrator of special education, Dr. Bergman, indicated that Ontario's tables really are an adaptation of tables that were generated in the United States. I would ask, in addition, what work is the ministry now doing to come up with some indication of the incidence of the various needs of children with abnormalities, atypical children if you will. What work is being done by the ministry to secure that information from an Ontario base and not from a United States base?

I ask the question because I have an indication that the regulations are being amended. Further to that the regulations to which I refer have some mention of the number of students in special education classes. I may not be able to locate that right off the top, but the ministry recommendation for the number of children in classes in the regulations, I understand, is being revised. I'm looking at a rough draft of October 1977. At least, the date on this particular page is October 31, 1977. Section 34 indicates as follows: "The maximum enrolment in a special education class shall depend upon the extent of the exceptionalities of the pupils in the class and the special education services that are available to the teacher, but in no case shall the enrolment exceed . . ." Then there are seven different categories. It begins with the emotionally disturbed or socially maladjusted. The number given there as a maximum number is eight, and so on down the line.

I would ask is the ministry looking at the incidence of these various forms of disability or exceptionality when it comes up with its grant regulations and the various weighting factors that go into the regulations to provide dollars for boards of education. Beyond that, are these numbers numbers that are acceptable to the boards and are they numbers that are acceptable to the teacher specialists in the field of special education?

I know there is a bit of flexibility or perhaps a loophole because it says in the preamble: "In no case shall the enrolment exceed . . ." Trustees, let me tell you, are

very prone to take a statement like that and apply to it an automatic maximum number or minimum number. They will say if you haven't got eight emotionally disturbed youngsters in a class, the class shouldn't function. Perhaps I am wandering away a little bit from the original question that I asked, but I would submit to you that comments such as this in the regulations make it very hard for both administrators and teachers to argue the case of having a class, let us say, of four who may be seriously emotionally disturbed. On the other hand, it makes it very difficult for the administrator to argue that not only do we need a teacher in this particular classroom but we need a teacher aide or someone to support a teacher.

If I can just stay with the emotionally disturbed, there is very little flexibility to accommodate that teacher over the noon hour. There is an understanding in the minds of some that those youngsters are the wards of that particular teacher from when they arrive at the school until they get back on the bus. That does present some very serious problems in the school setting.

There are various limits in the seven different categories. The blind are next, then the hard of hearing and the educable retarded, this is 1(d) of section 34. For a class of pupils who are educable retarded the number is 16. I would submit to you again that that is a pretty high number for a large group of educable retarded classes that I have seen. In the area of occupations in the academic subjects, it is 20 pupils and for the elementary school pupils who are gifted, 25. There is another whole area where we spend precious little time in dealing with the gifted child. I hope to get back to that particular topic later. Then next is the aphasic or autistic child. The maximum there is six pupils.

I would submit to you that these numbers are on the high side, perhaps with one exception. I want to discern from you if it is at all possible to change them. Are these fixed? Are you prepared to negotiate them? What kind of input have the specialists had in this? When are we going to see this on the drawing board in a final form? Beyond that, what consideration is made when you look at these numbers and then marry that to the grants for special education?

A further topic that we could tie in to this is what form of planning is there in your curriculum division or in your special ed and curriculum combined for some kind of design for learning disabilities classes at the secondary school level. In my opinion, there is very little emphasis in the whole field of

learning disabilities at the secondary level. Perhaps we could go beyond that and generalize. Although it wouldn't be fair, we could generalize in a fair number of the categories here that there seems to be a lack of follow-through from what programs do exist in elementary school to assist youngsters at the secondary level.

I would like to return for a moment to an issue in my own community which I think is reflective of two or three concerns I have had and that I have expressed in the course of these estimates. In reference to the Speech from the Throne, on page six in Hansard of February 21, this statement is made: "A plan of increased funding has been introduced to stimulate and support expanded special education programs and services at the local school board level. Initiatives will be taken to place more emphasis on early identification of children with learning disabilities and to ensure that all school boards provide appropriate levels of service for all students within their jurisdictions, regardless of their disabilities and handicaps."

This ties in, to my way of thinking, with the question I asked in the opening statement. It ties into the private member's bill presented back in the late fall by Ms. Gigantes. I think I asked earlier where does that particular legislation stand. I know technically where it stands, but I want to know a little more than that. From your viewpoint, where do you perceive that kind of private member's bill going? Beyond that I want to try to pin you down to say whether you are prepared to support that kind of really mandatory legislation.

In addition to that, you made reference earlier a few days after the private member's bill got second reading in the House to a demonstration school which would be established for limited numbers of children with severe learning disabilities who require services which can be provided only in a residential facility. I would like to ask what is the state of that particular proposal and when will we see it come on line. Without asking you to reveal things such as location, et cetera, you could at least give us some kind of time line on that particular project.

Going back to the reference I made a few moments ago about a local project and two or three concerns that I have had in tying them into one, in my opinion the city of London has had, in both the public and separate school systems, a fairly complete program in the field of special education. I would submit that in many instances they have practically gone it alone insofar as the planning of curriculum et cetera is concerned.

However, the point I am getting at is that your statement and the implication in the Throne Speech is that special education is number one priority or at least very close to number one priority.

In the city of London two occupations schools were opened up in the mid-1960s, Thames Secondary School in 1965 and Sir George Ross in 1967. These occupations schools, or junior vocational schools, if you will, had an intent and design not unlike those schools in other centres; Toronto, Hamilton and Windsor, to name only three.

However, it became apparent in the early days of both Thames and Ross that the students transferring into those schools were bringing with them a fairly wide spectrum of abilities, one child from the other; when you got the youngsters into this school, there seemed to be a group of youngster who were perhaps a little slower, who learned at a different pace than the "normal" occupations student.

It was necessary, we found after a couple of years, to find a setting for these youngsters where they could proceed in shops that would be better suited to them and in a setting in which they would not be harassed by other students, et cetera.

The long and short of that was that the board agreed in 1969 that these slower students could be housed in what was an old township school acquired by the city in the annexation period and which became known as the Forest City School. Basically, it is a four-room, one-floor country school that had a two-room addition put on to it. It was thought that, with a little bit of judicious renovation, that would accommodate these children.

The fact of the matter is that this school has grown and is now reaching the point of its 10th anniversary, or will be very shortly, and these children are in need of a new setting. I brought pictures with me for the minister and the members of the committee to take a look at. I could beg their indulgence and hand some of these things around, I would like to show the very poor, crowded conditions in which these youngster are existing. Albeit they are existing happily, I would submit that conditions here do need improving. When we see other schools in the community that are closing up because they don't have the population, one has to ask why this school continues to exist in its present setting.

Without getting into detail—I have not written on these pictures because they belong to the school; they know I have them, as do the members of the administration, and they

know I am going to be showing these things around today. But here, as an example, we have a picture of a teacher talking to the entire assembly of more than 100 children in what is an over-large classroom converted into a bit of a cafeteria.

Other shots in here will show you many of the different aspects of the six portables that are stacked out at the back of this school. Here is a picture of the workroom. It has in it a table-top duplicator. The workroom itself would be something less than five feet across. Here is a picture of the office. The office is about eight by 10 feet. And so it goes. Here is a picture of the walkway between the portable and the main school. There are broken cement blocks and a number of features that would not—

[4:00]

Hon. Mr. Wells: What is the name of the school again?

Mr. Van Horne: Forest City School. It's located on Highway 135 just east of Wellington Road. I have handouts to pass on to you.

Another one here shows you what they have as a gym facility. It's again a converted portable room. It has a set of parallel bars, a climber, a box horse and two or three mats and that's it. That is supplemented, however, through the Ramada Inn which lets the kids use the swimming pool Friday afternoons.

So it goes. They have a shower neatly stashed away in the corner of the washroom right beside the sink and right across from the toilet. Here is the school vault which is about three feet away from the john—or toilet if you will, depending on how much class you want to reflect in your statements, and at times I guess they don't reflect too much. I have passed those on and I am asking that they be returned.

The interest is high in the community and for the first time in many years, if not for the first time ever, the parents of these children have formed an association. They are meeting tonight to try to find out with and through the board when things are going to change a little for their children. It has been talked about in the community for a couple of years.

There is just a sample of the notice of the public meeting. I would ask the clerk if he wouldn't mind taking that along as a sample. About the school itself, if you want to learn a little more about it, I have some background information for the members opposite and the minister. That is a brief summary of the—we should have one of those, I guess, for the Hansard people too—and the courses available at the school.

The federation and the board look very highly on this particular project. Here is the front page of the Courier, which is the local paper sponsored by the board: "Forest City 10 years old," the anniversary to which I referred just a few moments ago. One of the major projects that these youngsters participate in is supplying science kits for the other 12 secondary schools in the community and they do an excellent job of serving the community in that and other ways.

The reason for going into this topic at some length. Mr. Minister, is that this school is, in my opinion, in southwestern Ontario at least, unique. It is doing a tremendous job. It is a reflection of what special education should be all about. They have a tremendously dedicated staff at that school and a lot of very fine ladies and gentlemen attending it. The board asked for, in its proposed capital expenditure projects, a sum of \$830,000, to relocate.

They did pick an elementary school near the corner of Highbury and Dundas in our community but it could have been any other number of schools in the community. I would submit they have looked at others. However, they do keep coming back to the Lady Beck School, and, Mr. Minister, that's the one right next to Sir Adam Beck which I pointed out to you a couple of weeks ago when you were going to visit London. That particular site would seem to be the best of all available sites in the community.

The need is there and it's crying out. The board is puzzled. I have spoken to the chairman and to three or four of the trustees on the board, as late as Friday noon last. The understanding I have from them is that they had, the Forest City relocation, with the \$830,000 attached to it, as high as they could put it on their priority list. However, the list came back to them and they're not sure now where this project stands. Some have heard that it's as low as nine, and they submitted nine. What they got as a top priority was what I guess was partially negotiated last year; that is, \$160,000 for portable classrooms for the White Oaks School, which is not too far from the Forest City School. It's a new elementary school in the southwest corner of our city.

The next amount of money, as I understand it, was an energy control system; that was converted, in terminology, into a heating system. It was left to the board's discretion: "Here's \$400,000; you select where you want the money to go." They have apparently determined that is to go to a school by the name of Ealing.

However, this Forest City relocation, some of the trustees have told me, has fallen off the priority list or certainly is not near the top. One of the reasons given by someone in the regional office—and this, I guess, is leading into another pet peeve of mine: Who knows what's going on? Does the regional office know, does Mowat Block or do they both know?

Someone in the regional office—and I'm sorry I can't tell you who it is, because the trustee didn't tell me who it was—indicated that this large amount of money, \$830,000, to relocate this very special, special education program, was too much; it really should have been phased over two years. Some of the trustees have come back to me and said, "We hear, whether it's right or not, that other boards"—I don't want to say Carleton if it's Ottawa, but I understand it's Carleton; that's the popular rumour—

Hon. Mr. Wells: Yes, it's Carleton.

Mr. Van Horne: —"have capital funds spread over two or three years. So what's wrong with London asking for some funding to be spent over two or three years for a project that the community feels pretty strongly about?" When I say that, obviously I have a built-in bias. I was involved, as you know, with special education. Quite candidly, I was the person who talked the board into this project back in 1968 when I was the principal at Sir George Ross, because there was a crying need for it; but that's past history now.

The trustees put this fairly high on their list. Some of them are confused and some of them are very concerned that they hear on one hand that special education is a top priority and on the other hand, when they want to make a move in their community to accommodate this, they feel they don't even know where it stands. They feel let down; they are very concerned about it.

That's a long plea, speech, or whatever you want to call it. Perhaps I am trying to speak with my heart rather than my head, and that's not always wise, but I have to do that because I do feel deep in my heart that this is a very special need, and unless someone says what I am now saying on behalf of these people, then it's going to get lost, as I think it has been lost, in that neither land that seems to grow between a regional office and the Mowat Block.

Mr. Minister, perhaps I am a poor critic because I can't get angry; I guess one of the things a critic is supposed to do is jump up and down and scream. I'm trying to be reasonable when I present this to you and

to your senior staff that is here today. This particular project could reflect the ministry's attitude about special education, or it couldn't. I'm not sure, and I'm not sure that's a fair statement to make.

I want to make it clear however that I am speaking on behalf of the people in my community on one hand when I say that they feel very strongly about this. On the other hand, let us hope that things like this aren't happening across the province of Ontario, that such special ed projects aren't being bumped down. You talk, on one hand, of local autonomy. If the trustees put this on their list as a fairly high priority, then where does that autonomy go? I know the ministry's priority is for new pupil spaces. I understand that funding is going for new pupil spaces. White Oaks is the fastest growing subdivision in southwestern Ontario, I understand. Certainly, there is a need there too. In my opinion, a subdivision booms and then it sags a bit. There are ways of accommodating it, and this ties in with the Jackson report.

What about the ongoing need for this special form of special education? Having said those things, I would ask if I may come back, having let others talk, because there are a few things I would like to say but, obviously, I have to sort out some of the materials I carted in with me today.

Hon. Mr. Wells: I would be happy to respond to some of the comments made by my friend from London North. First of all, I think he has put forward in an effective way a case for Forest City School. I don't have all the information here to answer his question about specifics vis-à-vis where it is on the priority list of the London board, our regional office and our final allocation from the Mowat Block. He has very rightly stated that we have a priority list that we work from, the top priority being new pupil spaces. Then we work down from there.

The reason for this is the very limited amount of money that is available for capital building compared to the requests. We will probably get into that at another point in time. I think we are down to about \$79 million for the whole province in the amount of new go-aheads we can give to boards. Having said that, I will be glad to take a look at the Forest City School situation because it has been drawn to my attention both by the honourable member and others in the London area that this is a much higher priority or that there are other priorities higher than the one which we okayed.

At this point in time, I've been asking for a report on the London situation so that

we can take a look at it because I think we have to be fair. We are certainly not holding up all special schools in this province. As the member rightly stated, one has just been approved for the Carleton area. A new special vocational school in that area may or may not be the same concept as this but it certainly is a new special vocational school. As far as this school is concerned, we will look at it. Maybe in a day or so, I can give him some more information on where this school stands in relation to some of the other projects in the London area and in the southwestern Ontario regional office.

Dealing with some of the general matters that he raised about special education, I would like to tell him that class sizes are laid down in a manual that we have. This is the manual called *The Education of Exceptional Children*. You may have seen it. It goes a little beyond the actual maximums that are laid down in regulation 191. For instance, it indicates for emotional disturbance and social maladjustment classes the number is two to eight students, for deaf, four to 10 students; for hard of hearing, eight to 12 students and so forth. It goes down the list and lists the types of classes and what we might say a minimum and a maximum recommended.

Boards are still free within those figures to vary, but we would view it with great alarm if a board varies higher than the maximum. It has been drawn to my attention that some boards do. This being the case we let our regional office know and they try to go out and verify what is happening in these situations. Basically, we do not feel that they should go beyond the maximums that are laid down here for the special education classes. But on the other hand, in no way do we intend that the maximums be also the minimums. The minimums are up to the boards; in fact, they have been suggested in the manual. Certainly at least a variation in size has been suggested in the manual.

We then go on to talk about the funding of special education, and the funding that is above and beyond the normal funding that is generated by the weighting factor is calculated by the number of special ed teachers. In this case, the additional funding isn't directly related to the size of the classes those teachers teach; it is just related to the fact that they are classified as special ed teachers. They are counted into the calculation of the special ed formula.

I would say that there is not really an inhibitor there to class size, except that I suppose some boards may in their general finan-

cial picture point out that the financing does prevent them from having certain class sizes. There is no question that that would be the case in some areas.

Mr. Van Horne: If I may interject, though, that has a direct relationship to boards' thinking, when you take a look at the number of children on waiting lists. Some boards say, "Look, I'm sorry, but 20 is the most we can have this year" so those other 100-and-some-odd children will just have to wait. It's almost a chicken-and-egg situation.

[4:15]

Hon. Mr. Wells: Yes, But conversely, if they take those children off the waiting lists and establish classes and have special ed teachers for those classes, those teachers then qualify for additional financing under the weighting factor, provided—and this has got to be said—they are not at the maximum. If they are at the maximum of the weighting factor, then of course the addition of a special ed teacher doesn't generate any more money. If they are not at the maximum, as are by far the majority of the boards, establishing more classes and having a special ed teacher means they can generate more money through the weighting factor. As I think I have explained before, this is a current calculation, not preceding years. Therefore, if the classes are established, the grants for that year will then be adjusted.

I might say that in regard to class size, it had been thought in earlier drafts of the new regulation 191 that we are working on that there shouldn't be any class sizes in there and that these should be left to the determination of the board. But the teachers and special education people in this province were most concerned about this complete openness that was being suggested. They suggested to us that we should leave in or at least revise the kind of section we had in the present regulation 191, and have in there some determination of class size for these various categories.

That we have now done. That has been done at the request of, and the urging of, special education people and teachers, so that in the new regulation 191 we now have class size figures; and we have them in much more detail in this manual that is sent out. It is really the more definitive instruction on special ed that we as a ministry send to the school board. This is the thing that is intended to act as the catalyst to spur them on to develop more programs.

Mr. Van Horne: The manual you are referring to is that blue-covered one, *The Education of Exceptional Children*?

Hon. Mr. Wells: Yes.

Mr. Van Horne: That came on stream in 1976. What I have here is September 1977, and I was told that this was still in the revised state. So how up-to-date are the numbers that you are referring to there?

Hon. Mr. Wells: In the new 191, which is what I think you're reading from, the figures are the same as in the manual. There haven't been any changes in the class sizes in the manual; the manual is being reprinted, and the class sizes that are stated here will be the same, at the maximum. Regulation 191 just has the maximums; it doesn't have the minimum figures that we suggested.

Mr. Van Horne: Without spoiling a confidence or revealing what everyone's waiting to see, is there any kind of preamble to indicate very clearly to trustees that this is a maximum?

Hon. Mr. Wells: There's no confidence in any of this. Anything that I'm quoting from has been out and around in the field. It just says: "The maximum enrolment in the special education class shall depend upon the extent of the exceptionalities of the pupil in the class and the special education services that are available to the teacher but in no case shall the enrolment exceed . . ." Is that the same as you've got?

Mr. Van Horne: Yes, very close.

Hon. Mr. Wells: The wording is very much the same.

The next question was concerning the private member's bill. I'm not privy at this point to any discussions between the member whose bill it is and her House leader and the government House leader as to what's happening in that particular regard as far as scheduling of that bill is concerned.

I can only tell you that we have amendments to the Education Act coming forward which will have some things in there concerning special education. They're not finalized as yet, but I hope to have them in the House within the next two or three weeks. At that particular time we'll be able to see just what we have in the Education Act. At this point, I can't tell you what tack we will be taking.

Mr. Van Horne: Then the Education Act will be amended?

Hon. Mr. Wells: There will be a very large omnibus bill with a lot of amendments to the Education Act, and there could easily be some sections in there on special education.

Mr. Van Horne: That's very interesting.

Hon. Mr. Wells: I can't discuss them because they aren't passed at this point yet and we don't have them ready yet.

Ms. Gigantes: Are there any other areas you might have some changes in? Can you give us some hints?

Hon. Mr. Wells: There will be some changes in legislation to allow us to enact some of the new policies in regard to Indian education. I'm not sure whether they're seen as that important by the members of the committee.

Ms. Gigantes: They are.

Hon. Mr. Wells: However, that will give us lots to discuss once these estimates are finished. We can start back in on an education bill and keep us all busy for the rest of the session.

The school for the learning disabled, I did announce where it was going to be. That's no secret. It's going to be in Milton on the premises of the school for the deaf, the Ernest C. Drury School for the hearing disabled. There is space there. It won't be part of that school; it will be a separate facility in so far as organization is concerned, but it will be in those premises. There are residential facilities there as well as very good teaching facilities and ancillary space. I'll have more detailed plans to announce about that presently too. I don't have that all finalized at the minute, but what I have said is that it will be in Milton at the Ernest C. Drury School.

The other important part is that it is being developed only for special cases of children with learning disabilities who need this more total program. I think we all hope and believe that we can develop a school that will serve a need here, but that it's not going to mark the beginning of a mushrooming of an institutionalization when the whole trend today in education is against institutions to do the job.

It's really to fill a need for a very special situation and not to begin the institutionalization of a whole new group of young people when, on the other hand, we're starting to move people out of the hospital schools and so forth and stress non-institutionalization. But I think there are probably some particular situations where this total 24-hour residential component is going to be needed. This is going to be a test or pilot project to see whether we can do something with this kind of an environment.

The other important thing about the school here is that we're going to add a teaching component to it and it will be an in-service area, an in-service opportunity for a whole host of teachers who will be able to carry on teaching the learning disabled out in the school system. I think that that will be im-

portant. That's what we're working on developing there now too.

Mr. Sweeney: Will that include a therapy component if necessary?

Hon. Mr. Wells: What kind of therapy are you thinking of?

Mr. Sweeney: I'm thinking that if you are going to set up a school here in the hope that you won't have to send the kids down to the States, part of the reason being the therapy component that's contained in those schools, are you including that as well or are you talking strictly academics?

Hon. Mr. Wells: Basically, I think we're talking academics. I'm not quite sure what exact therapy you're thinking of. Does the Gow school, for instance, have a therapy component in it?

Mr. Sweeney: As you're well aware, Mr. Minister, by the time many of these kids are "caught," or found out, they have some emotional problems attached to the learning disability because of years of frustration. It has been pretty well clarified now that unless you deal with the two factors simultaneously you are not going to solve the problem, or help the kids solve their own problems, and build in that component as well.

Hon. Mr. Wells: It will be a full program. But I think the thing that worried me about your question was we are not setting up another school for the emotionally disturbed.

Mr. Sweeney: I am not talking about that.

Hon. Mr. Wells: We do have facilities for them. I suppose if the child's problem is more an emotional disturbance than a learning problem there are facilities to handle that at the present time, and we don't need to be thinking about that particular area. We are thinking about a residential school for learning disabled with the main emphasis on education.

Mr. Sweeney: But the point seems to come up time and time again when we find one of these kids who has a severe learning disability—and I am assuming this is the group you are talking about, not the moderate—that in addition they usually have an emotional problem. The question that is continually asked is what comes first, the chicken or the egg? But the fact that they both are there simultaneously and both need to be handled simultaneously surely is obvious by this time. To try to deal with either one of them in isolation is bound to end up in failure.

Hon. Mr. Wells: Isn't that the essence of what we are talking about? A residential school is talking about a 25-hour program to

deal with that young person. That is the kind of program they need in order to benefit from the academic program, probably, for example, a more structured study program, et cetera. I would just point out to you, if the emotional disturbance aspect is the greatest part of the problem then we do have facilities for those students now—like Thistle-town and so forth.

Mr. Sweeney: I am not talking about an either/or situation, but the two conditions that exist simultaneously within many of these kids. It is the simultaneous presence of the condition.

Hon. Mr. Wells: We are going to have a full program.

Mr. Sweeney: Do you have any kind of statement with respect to what you are going to do here?

Hon. Mr. Wells: Oh no. As I said, I am just telling you roughly what we are doing now. The statement and the whole rationale for the program will be announced presently. But we are not ready to do that at the moment.

Mr. Elgie: Mr. Chairman, I surely hope that the Milton school isn't going to try to be all things to all people, because in spite of what my friend here has said, the Gow school does not take children with emotional problems. It takes children with high academic potential, with the likelihood they will go on to university. On the other hand, if they only have a potential for community college or something like that then they go to the Phelps school. If they have emotional problems they tend to go into Vermont, as you know, Pine Ridge, so we can't try to be all things to all people at this school. I hope that's the first decision you will make.

[4:30]

Hon. Mr. Wells: Right, I think that's well put. That's exactly what we are trying to rationalize at the present time. I think my friend has put it well. We can't be all things to all people. We are trying to develop one type of project to begin with and try to do that well and then we may be able to move from there.

Mr. Cooke: Mr. Chairman, I think all that Mr. Sweeney was saying, and surely the minister recognizes it, is that children with learning disabilities do to a certain extent have emotional problems that are partly the result of the learning disability. I think that's all he was referring to.

Mr. Sweeney: The frustration.

Mr. Cooke: I don't know if you want to call it treatment, but there has to be some

support services such as social workers or whatever built into the school. That's all he was talking about.

Mr. Sweeney: Yes, that's right. In other words, if you deal just with the academic learning problem and not recognize the associated—I hate to use the word “problem”—the associated concerns that go with it, that are part and parcel of it, then you are doomed to failure.

Hon. Mr. Wells: Of course, we are not going to neglect those, because if we weren't thinking of looking after those we wouldn't be developing a residential school. The fact that it's a residential school is so that the pupil can be assisted in other ways apart from when he's taking the class programs in the normal school period, and that's all part of the program that's being developed.

Mr. Sweeney: Okay, September 1978?

Hon. Mr. Wells: There will be some beginning in it in September 1978, yes, and we are also planning a French-language module, hopefully for September 1979, hopefully in Ottawa. That's also in the planning stage.

Mr. Van Horne: I appreciate the opportunity to come back. As I indicated, there were a few things I want to sort out, and the one remaining question, Mr. Minister, relates to the question that I asked back in the opening statement. It's a reference that is made in the Speech from the Throne: “Initiatives will be taken to place more emphasis on early identification.” I am not sure that you have a list of those various initiatives.

I would ask, is there any funding that will be provided for boards? I realize a fair number of boards in one way, shape or form have followed the lead presented through the Windsor early identification study to come up with programs of their own. What can you tell us? What does “initiatives” mean? What are you planning in terms of a program that may come from the Mowat Block or funds that may go to school boards, or both?

Hon. Mr. Wells: We are all having a problem with too many pieces of paper in front of us here today. On the program in early identification, I would be happy to give you a rough outline of what's happening. There's no question that early identification is an important component in this whole total special education thrust that we are all concerned about, because through early identification, young people, children particularly, can be identified and hopefully placed in situations that will prevent them in later years from having to be put in much more expensive classes or schools. It can correct some of the problems very early and the children can

be in the normal school program in a much much earlier time than if they were left unidentified.

We have done a survey of the school boards in the province to date that have some form of early identification program and it totals about 47. Some of those are using the Windsor early identification program. Others are using some programs that they have developed on their own. You have probably, from other years, read the report of the Windsor early identification program study.

Mr. Cooke: Which city was that again? A very progressive board.

Hon. Mr. Wells: A very democratic board. This is some of the kit that is available.

Mr. Sweeney: Is that the departmental mascot?

Hon. Mr. Wells: It's a scaled-down model. There is a variety of things in this kit, and this kit is available commercially—for sale—and the program can be used with it. I think the kit costs \$15, and each kindergarten teacher having one kit can carry out the program in his or her class. That's the program at present being used in 17 or 20 schools. There are also other programs that boards have set up, and these are being used.

We're intending, as of now, to suggest—require, I guess, is the proper word—that every board have some early identification program in effect, starting in 1978. This is going to be part of what we're going to suggest to boards. We're not going to have to provide them with any additional money, because the money involved in putting into effect a program such as this or some of the others is only going to be minimal. We'll give them the backup.

We now have someone appointed in each regional office whose responsibility is in the area of special education, and, in particular, emphasis will be put on early identification. Working with the boards, we can move that number from 47 up to practically every school board in this province by next year. It may take us a little longer than that, but that is certainly our aim.

It may be that some areas and some boards will want something more sophisticated, but there are some good results coming from what to some people may seem fairly elementary screening programs, but which, used properly by people who know what they're doing at the kindergarten level, can be very effective.

The assessment of the programs that are in effect at the present time shows that they seem to be identifying about 18 per cent of the children in kindergarten as being in

need of some extra help to improve their basic education skills—about 18 per cent from the boards that have the program in effect. Of this group, some are going to need further evaluation of their education capabilities and will be referred, of course, to special education services. It would appear that about seven per cent of the total kindergarten population—that's the same population from which the 18 per cent was taken—would fit into this category; in other words, they would need to be referred to some special program or some special service.

We feel that, following such examinations and program design, the majority will be able to carry on in the regular classrooms, and probably one to two per cent of the total group will require placement in a special class.

So there are some figures based on assessments of what has been happening with early identification.

Mr. Van Horne: With your indulgence, I would like to go back to that other question about incidence tables and the reference to American-based incidence tables last year. It would seem that we're now going to have some truly meaningful Ontario-based data to work from.

Hon. Mr. Wells: I'll let Dr. Bergman talk to you about this.

Mr. Sweeney: Before Dr. Bergman speaks, can I just clarify? Are we talking of learning disabilities here, or are we talking about a broad range of special ed needs?

Hon. Mr. Wells: We're talking about the broad range of special education. The early identification is to identify a whole host of problems that the child may encounter.

Dr. Bergman: Again, it's very difficult, in one year, to launch sufficient studies that will give us Ontario-based data on incidence figures for the many areas of disability that exist. I think in the early identification approach that we have launched in Windsor we're beginning to get a handle on the numbers of pupils who come into the school systems of the province with some need and some difficulty. When you consider that approximately two per cent of youngsters identified in pre-kindergarten will find their way into a special class in special ed in the province, it's a better record than we have had in the past where this early identification process has been nonexistent.

We are currently looking at the area of learning disabilities in this same regard, hopefully, to have for you a year from today some estimates on incidence in the area of learning disabilities. Our current projections

would range from two per cent to 20 per cent falling into this category. The University of Ottawa, through a research project that has now been tendered there, hopefully, will give us a realistic look at numbers of students within the schools of the province that can benefit from a special education program for children with learning disabilities.

We are currently in the last stages of assessing research coming out of a Toronto Board of Education study on autism that will, hopefully, give us some data in that area of disability. Again, as opposed to where we were at this time last year, we now have some data coming in from the University of Ottawa in the area of the gifted student to attempt to identify numbers of students that require some form of enrichment, acceleration or a variety of other programs, Saturday morning classes, et cetera, that would be of benefit to that area.

Although we use essentially US-based figures in many of the areas at the moment, we have launched a thrust in the province that will give us some data in the not too distant future.

Ms. Gigantes: If I could ask about the two to 20 per cent as a possible range, where did you get the 20 per cent?

Dr. Bergman: The incidence of 20 per cent of the student population as possibly falling into the area of learning disabilities as a maximum possibility comes out of the CELDIC report of a number of years ago.

Ms. Gigantes: That would mean, given a ratio of boys in that category, almost all little boys would be learning disabled.

Dr. Bergman: Do you mean 20 per cent of the student population is boys?

Ms. Gigantes: No. I am saying if it is 20 per cent of the student population and if four out of five of them are little boys, as they are, then you are going to end up with most of the male population in school being categorized as learning disabled. If you think about that, there is something very strange about it.

Dr. Bergman: We agree that that is a very high projection. I think our research will come out with a much more realistic figure of somewhere in the two per cent area.

Mr. Sweeney: Dr. Bergman, I have two questions. First of all, did I understand you correctly that you expect in roughly a year from now to have sufficient Ontario-based data to be able to make some decisions rather than having to rely upon the American? Is that what you said?

Dr. Bergman: In the area of learning disabilities.

Mr. Sweeney: Were you speaking of learning disabilities when you said, based upon current United States data that as high as 20 per cent could have the problem?

Dr. Bergman: No. That is not US-based data. Those are projections that have been given to us over time within the province.

Mr. Sweeney: Based upon the school systems that are now using early identification? In other words, if you project them forward. Is that what you are saying?

[4:45]

Dr. Bergman: The incidence of learning disabilities has ranged as high as 20 per cent primarily from the CELDIC report of 1972.

Mr. Sweeney: That was Canada-wide, was it not?

Dr. Bergman: Yes.

Mr. Sweeney: Do you expect then that that would stand up under Ontario conditions?

Dr. Bergman: The research will tell us. I'm saying that 20 per cent appears to be very high and it'll be considerably less than that.

Ms. Gigantes: I'm going to have a look back at that report. I don't remember that.

Mr. Sweeney: I heard the figure 10 per cent. I've never heard 20 per cent before.

Ms. Gigantes: I think there's something wrong with your reading of the report on that subject.

Mr. Sweeney: What would you expect it to be? You don't expect it to be 20 per cent; you expect it to be considerably lower. You said something about two per cent. The variation there is tremendous.

Dr. Bergman: The 20 per cent isn't our projection. We didn't put it forward.

Mr. Sweeney: I appreciate that. Where did you get the two per cent from? What's the handle on the two per cent that you're quoting?

Dr. Bergman: Because we haven't done the research and it isn't finalized, we do not have a hard figure on incidence of learning disabilities at the moment.

Mr. Sweeney: So two per cent is a real guesstimate at the moment.

Dr. Bergman: It is an estimate at the moment.

Mr. Sweeney: Based on what—other than just a good educated guess, if anything, at this point in time? I'm not trying to push you. I'm just trying to find out where you're at.

Dr. Bergman: We currently have in the schools of the province just in excess of two per cent of students in programs for learning disabilities.

Mr. Sweeney: That is currently in them, which could be very much lower than what the real need is, which you hope to detect a year from now.

Dr. Bergman: Which we hope to determine more basically, yes.

Ms. Gigantes: Can I ask the minister, just for starters, how much profit they're making on those identification kits? Is it \$15? Is the box expensive?

Hon. Mr. Wells: We don't sell those. There's a good firm in Windsor, I understand, that is marketing those. Is that right?

Ms. Gigantes: Oh, yes.

Dr. Bergman: That's correct.

Hon. Mr. Wells: What's the name of the firm?

Mr. Sweeney: That's how they finance the deficit.

Mr. Cooke: What deficit is that?

Dr. Bergman: It's the Windsor board that is actually putting them together. Through the regional office of education we can get them from the Windsor board.

Hon. Mr. Wells: Oh, it's the Windsor board that's doing that.

Ms. Gigantes: And is making the profit. We'll have to do some checking on that. How many places will there be at Milton? Have you decided that?

Hon. Mr. Wells: No, we haven't decided as yet.

Ms. Gigantes: Have you made any estimate of how many of the kids that are now going to comparable programs in the States would be served by Milton?

Hon. Mr. Wells: No, I think we're in the process of developing the mechanisms that will be used for admittance there and how they'll come through the school board to be admitted there. We really don't know yet. I suppose those people will have to reapply through whatever mechanism is set up.

Ms. Gigantes: You talk about a program that really is a testing program. What's the word for it?

Hon. Mr. Wells: Pilot.

Ms. Gigantes: Pilot project.

Hon. Mr. Wells: "Demonstration" is the word we use.

Ms. Gigantes: You don't have any goal in terms of the number of kids you're going to serve?

Hon. Mr. Wells: No, not at the minute.

Ms. Gigantes: When you talk about changes in the act that may have something to do with special education, will there be funding announced at the same time?

Hon. Mr. Wells: We've already announced increased funding.

Ms. Gigantes: So the answer's no.

Hon. Mr. Wells: I didn't say that answer's no. I just said we've already announced increased funding. That's all I can tell you at the minute.

Ms. Gigantes: I'm really concerned about the suggestion that learning disabilities may run as high as 20 per cent in the school population. I cannot recall personally as I don't have the CELDIC report in front of me but I can't believe from my recollection that that comes from the CELDIC report.

Hon. Mr. Wells: I would like to get that CELDIC report. Maybe we can get it sent over. The figure of 10 per cent keeps running in my mind from the CELDIC report.

Ms. Gigantes: We had given to us today information on questions we had asked last week about enrolments in special education programs. You've given us a sheet in answer to a question by Mr. McClellan about student enrolments in special education programs. I'd like to know, first of all, is that enrolments in the programs or is that the number of kids being served because there's a difference?

Hon. Mr. Wells: Which sheets are those now?

Ms. Gigantes: This is a sheet that came to our offices today. It's not numbered and it says "Statement for Mr. Ross McClellan re student enrolments and special education programs." Are these students enrolled in programs or are they students being served by special education programs? I notice in your printouts on special ed programs you've differentiated between the two, and in some cases, obviously, some kids are enrolled in more than one special ed program.

Hon. Mr. Wells: These are enrolled in special ed programs. What was the differentiation you were referring to?

Ms. Gigantes: Are these the number of students being served, or are these the number of times children are enrolled in programs? In other words, several children may be taking more than one special ed program.

Hon. Mr. Wells: If they were in more than one program they'd show twice in these statistics. It's possible, yes.

Ms. Gigantes: Could we get some estimates that indicate how many kids are actually

being served by special ed? I'd like to ask too—taking a look at that page, Mr. Minister—how many of the children are being served, or how many children enrolled in special programs in 1977 in the elementary panel? This paper notes 175,500.

Hon. Mr. Wells: Here are the 1977 figures that would correspond to the 175,500. The figure would be 165,799, and the figure for secondary would be 63,726; the next one, which is the trainable, would be 7,082; and the other for the hospital schools, would be about 2,830.

Ms. Gigantes: So of the percentages of kids who are actually receiving special education, are these based on enrolments or are these based on kids in programs?

Hon. Mr. Wells: Those percentages you see right there are based on "in programs."

Ms. Gigantes: So how do we get an accurate percentage of the number of kids?

Hon. Mr. Wells: You'd take the total of what I've just given you and use that as a percentage of the total school population.

Ms. Gigantes: Which is lower than the percentages—

Hon. Mr. Wells: It would be slightly lower, probably around 12 point something, rather than 13. I have the figures for the other years if you want them.

Ms. Gigantes: Yes. That would be interesting.

Hon. Mr. Wells: For 1976 it's 159,224; 57,831; 7,171, and 4,273.

Ms. Gigantes: Yes.

Hon. Mr. Wells: We haven't got them available for 1975.

Ms. Gigantes: If we go to the 1977 total elementary enrolment in special education programs, can you tell us how many of those 165,799 children were identified through early identification programs?

Hon. Mr. Wells: I don't think we can at this point in time. This data is all drawn from the computer reports—you've got the big copy—and I don't think there's a question on it right now that asks who was identified from early identification. Certainly it's something we will be doing in the future, but it isn't available at the present time.

Ms. Gigantes: When you say future, will you change that format?

Hon. Mr. Wells: When we move to requiring every board to have early identification, we will then want them identified on the September report from which we draw all these statistics—that is whether students were identified from the early identification.

Ms. Gigantes: Can you give us a rough estimate of the increase in the number of kids enrolled in special ed programs at the elementary level through the early identification program?

Hon. Mr. Wells: I guess the only things we have are those figures I indicated to you, that one or two per cent of the total group would require placement in some special class.

Ms. Gigantes: But that doesn't mean they wouldn't have been identified, or have been placed in a special class before?

Hon. Mr. Wells: No.

Ms. Gigantes: Can you make any rough estimate of what the increase in enrolment in special ed might be as a result of the early identification program, particularly at the elementary level?

Hon. Mr. Wells: No. There is a statistic here that is perhaps helpful, although it certainly isn't a definitive indication of early identification program success. In 1975, of exceptional students age eight and under, the number was 59,838, and by 1977 it had risen to 69,509; so that although enrolment is declining, the number in that early area has been increasing. I haven't got the actual decline in enrolments, but it is obvious in that category particularly there has been a decline in enrolment.

Ms. Gigantes: Okay.

Hon. Mr. Wells: So as a percentage of total school population in that area it has been increasing, even though enrolment has declined.

Ms. Gigantes: But you don't know how much of that is associated with the early identification program?

Hon. Mr. Wells: No, we don't have that kind of figure at the moment.

Mr. Sweeney: Ms. Gigantes, may I interject for a point of clarification, please?

Unless I am really misunderstanding something, and that is certainly possible, did I hear you say that in 1977 you had 165,799 enrolled in special ed of some sort? Is that the figure you quoted?

Ms. Gigantes: That is elementary.

Mr. Sweeney: Elementary only; okay. As I understand it, in round figures there are about one and a half million elementary school students in the province, approximately?

Hon. Mr. Wells: Maybe less than that. We can give you that.

Mr. Sweeney: That is close, though.

Hon. Mr. Wells: The total number of students is on that sheet you have.

Mr. Sweeney: I am sorry, I don't have that sheet.

Ms. Gigantes: It is not broken down.

Hon. Mr. Wells: One million, nine hundred and fifty-three thousand is the total number of elementary and secondary. We can give you the total elementary.

Mr. Sweeney: But one and a half million is a good round figure, yes?

Hon. Mr. Wells: That may be a little high.

Mr. Sweeney: Okay.

Hon. Mr. Wells: Wait a minute; we will have it for you here.

Mr. Sweeney: But I thought I heard you say your 165,000 represents roughly about 12 per cent, is that right?

Ms. Gigantes: No, that is the total.

Hon. Mr. Wells: No, the total of all those four categories. It's about 1,330,000 elementary.

Ms. Gigantes: In 1978?

Hon. Mr. Wells: No, that would be September, 1977.

Mr. Sweeney: So your 165,000 is approximately 12 to 13 per cent of that figure—no? Okay. I am lost again.

Hon. Mr. Wells: Does somebody have a calculator?

Mr. Sweeney: I am just trying to relate to figures you are throwing out, because they don't seem to fit. What I really want to go back to is the figure you were using a little while earlier of two per cent now being serviced.

Hon. Mr. Wells: The two per cent was a figure related to learning disabled, wasn't it? These figures here include everybody, mentally retarded schools and all special education.

[5:00]

Mr. Sweeney: All special eds of all types?

Hon. Mr. Wells: Yes, everything of all types.

Mr. Sweeney: Then we come back to this range between 10 per cent and 20 per cent. How does that fit in?

Hon. Mr. Wells: It is 12.5 per cent, that 165,799 of the 1.33 million.

Mr. Sweeney: Again, I am not trying to put anyone on the spot; I am trying to clarify it. Dr. Bergman said the need could be as high as 20 per cent. Both you and I, Mr. Minister, recall the figure of 10 per cent being bandied around a few years ago. We are now talking of something in the neighbourhood of—I haven't got it worked out, is it 13 per cent? How much?

Hon. Mr. Wells: It is 12.5 per cent.

Mr. Sweeney: Okay, 12 to 13 per cent. So since you are not meeting all the need, this 20 per cent may not be all that far out of line?

Ms. Gigantes: But we were talking about learning disabilities, not total special ed programs. This 12.5 is total special ed programs.

Hon. Mr. Wells: Yes. These figures are the figures from those computer printouts you have with all the different programs the boards report to us, all the programs that are on that computer printout covering the whole host of programs in special ed.

Mr. Sweeney: All right, that clarifies it.

Hon. Mr. Wells: The other interesting thing is that in the American mandatory education programs, the federal one, 12 per cent is set as the top limit of their funding, the target. If you get 12 per cent in special ed programs then the funding ceases above that, or it changes to some degree. So in some way, 12 per cent is some kind of a target figure for them down there.

Ms. Gigantes: I asked for information about the definition of the various special ed programs that are categorized in ministry material. We have received a statement about class sizes for these programs, but we don't have any operating definition for what these programs are supposed to deal with in terms of the difficulties children are having.

I would like to know as clearly as I can what is the category at the elementary panel that is called speech and language disorders? How are children categorized as having speech and language disorders? How is that different from learning disability?

Hon. Mr. Wells: You are talking about the definitions of these various programs, not the definitions for special ed—for example what a resource teacher and a liaison teacher would require and all that, that is not what you want?

Ms. Gigantes: No, I don't want to know what a teacher is and I don't want to know what the class size is.

Hon. Mr. Wells: All right, definitions of the programs, that is the ones that we set class sizes for: do we have a definition for those? Are you talking about speech problems or speech disorders?

Ms. Gigantes: No, I am talking about the program that is categorized under the ministry information sheet as speech and language disorders, under the communications problems section.

Mr. Van Horne: In a report that I made to a board, part of the definition might be—

Ms. Gigantes: I don't want your definition, I might like yours; I want the ministry's.

Hon. Mr. Wells: Dr. Bergman has something on the way they are indicated in the manual that goes out to the system, in that statistical report.

Dr. Bergman: The definitions that are cited in the September report, 1977 instructions, list broad areas. One of them is behavioural, and the form is set up with behavioural exceptionalities over on the right. It includes those areas commonly referred to as emotionally disturbed and socially maladjusted. It moves down into communications exceptionalities, including those areas commonly referred to as deaf, hard of hearing, speech and language disorders and learning disabilities.

Under intellectual exceptionalities, it includes those areas commonly referred to as gifted or talented, educable retarded, trainable retarded.

Physical exceptionalities: those areas commonly referred to as blind, limited vision, orthopaedic and physically handicapped.

Then there is a category under multiple exceptionalities, multi-handicaps not listed under any single handicap in the categories above.

Ms. Gigantes: What you have done is describe to us the categories that are on the printout. There is no other working definition for a school board of who should be put in these classes or what kind of programs should be provided in a program of speech and learning disorders?

Hon. Mr. Wells: We don't have any.

Ms. Gigantes: Would the same be true of the secondary panel program that is called intellectual basic level?

Dr. Bergman: In the secondary schools of the province boards establish their own categories for exceptional students under intellectual exceptionalities. Some systems use the level system—level one programs, level two, level three, up to six. Others use the term you referred to a moment ago. There is quite a variation across the province in terms of the way they categorize students within their system of programs.

Ms. Gigantes: The reason I am anxious to try and get some order out of the definitions that are being used here is because when you look through the printouts—the board by board printouts of how many children are in which programs of special education—you find dumping grounds within those categories. The dumping ground at the elementary level is a program called speech and language disorders. The dumping ground at the secondary level is a program called intellectual basic level. That is pretty consistent throughout every board that is reporting throughout On-

tario. There are some exceptions where obviously the categorization or the program development has been much more sophisticated; but those are the big holding areas, if you want, in terms of special ed programs.

What I would like to know about those areas: we have definitions from you about who should be teaching in them and we have definitions which say that a board should take the following into consideration in terms of class sizes, but what does the ministry know about how big the class sizes are in those programs, board by board?

Hon. Mr. Wells: The fact of the matter is I think we know very little. I think we probably should know more, but I think we probably know very little at this point in time.

Certainly it has been drawn to my attention that in certain areas the parents have complained to me that although our regulation says there shall be a maximum of so many students, it has been pointed out to me there are more than that in the classes.

Ms. Gigantes: Your regulation doesn't say that, if this is your regulation. Your regulation say the board "should take the following into consideration"; that's hardly what I would call a regulation.

If the statement that we have from you giving the class sizes is considered your regulation, it is not really a regulation. It says, "The board should take the following into consideration in terms of class sizes for these programs"; it is not a regulation.

Hon. Mr. Wells: It is a regulation to the extent that we believe they should follow it, but if you want to say that some of them don't pay any attention to it I guess I would have to agree with you. Some of them probably don't for a variety of reasons. We are operating in an area of a co-operative approach to this. We are not the big policeman who says this is exactly how you will do it. We have never quite taken that approach. We have tried to lay down the guidelines so that we can protect the students and provide the best programs, but the boards may take a different interpretation of it.

Ms. Gigantes: It is not the boards I am after, Mr. Minister.

Hon. Mr. Wells: I know you are not after the boards. The school boards, for instance, would like us to do away with regulation 191 completely, and leave everything up to them. I am sure you wouldn't agree with that.

Ms. Gigantes: Not without the money, no.

Hon. Mr. Wells: I don't even think it is with the money, you wouldn't; money can't buy everything, unfortunately.

Ms. Gigantes: Let me put it to you the way I see it. We come to you, and we have come to you year after year, and say to you there are special education needs in this province that are not being met. You turn to us with figures that say 12.5 per cent of the kids at the elementary panel are getting special ed. I say to you how many kids are being dumped into classes that are too large—that are called speech and language disorders—that are not really meeting their education needs. And you say to me: "I don't know."

You work up your figures to 12.5 per cent—give boards just enough money so that you can get your figures up to 12.5 per cent—and then turn and use that as an argument about how those special needs are being met. Then you can't even describe to us what kinds of programs these are in terms of how much individual attention kids are able to get in them, and the size of the classes.

Hon. Mr. Wells: In fairness, if we want to have those programs described we should call in the local people that are delivering the service. If I was delivering the service I'd describe it to you. If you want to know how our programs work in the schools for the blind and the deaf, what we do, everything down to a minute detail—

Ms. Gigantes: I know how they work, because I look at these printouts and I see where the dumping grounds are.

Hon. Mr. Wells: You say they are dumping grounds.

Ms. Gigantes: They are dumping grounds.

Hon. Mr. Wells: But we don't know that they are dumping grounds.

Ms. Gigantes: Of course they are.

Hon. Mr. Wells: We would have to look into it and see. I'll give you the minute detail of how we operate the programs in the schools we operate directly, but if you want to know about those others I'll have to get the Carleton board down here and find out from the Carleton board.

Ms. Gigantes: I suggest that it is your responsibility to find out what is happening, to know how the boards are managing within your funding.

Hon. Mr. Wells: It isn't our general responsibility to be there like a watchdog every day of the year, every hour, watching exactly what the boards are doing.

Ms. Gigantes: You are not going to watch, but when the figures build up on enrolment you will hurl them back at us and say the needs are being met. That is all you seem to care about, making sure that you get your 12.5 per cent.

Hon. Mr. Wells: No, I do not. All you are saying is that the needs aren't being met. I submit to you you haven't submitted one iota of proof that you—

Ms. Gigantes: How can I? You don't have class sizes. How can I get any proof?

Hon. Mr. Wells: You haven't got any proof to say that the needs are not being met.

Ms. Gigantes: You feel no responsibility to produce that information. I am really angry about that.

Hon. Mr. Wells: What information would you like?

Ms. Gigantes: Class sizes that go with these programs, which I insist are dumping programs. You have heard from the parents and I have heard from the parents who say, "Listen, special ed my eye; 30 kids in a class." That is happening and you know it.

Hon. Mr. Wells: It isn't happening as much as you would think. I will get you class sizes for the Carleton board of education if you would like. I can't get you class sizes for the whole of Ontario. But if you would like class sizes for a specific board, let's take an example.

Ms. Gigantes: I am looking at all the boards in Ontario. I go through these figures and I see where the holding classes are.

Hon. Mr. Wells: Let's be very realistic about this. Don't be kind of pig-headed about it, let's be realistic. Do you want some specific information, are you interested in the kids or interested in making a political point? Choose, which are you interested in.

Ms. Gigantes: You don't define what constitutes interest in the kids in this question, I have my own view of what constitutes interest in the kids. I think if you, as Minister of Education, cared what was happening in special ed programs you would find out more than you are able to tell me when I ask questions about those programs and how many kids are in them. You don't know because you don't want to know.

Hon. Mr. Wells: I would suggest to you that my concern is equal or greater than yours for special ed in this province. I just don't like you to cast those kind of aspersions. It is very nice for you to just sit there and cast them.

Ms. Gigantes: Why is it that so many boards in this province have more learning-disabled kids at the secondary level than at the elementary level? Shouldn't they be identified at the elementary level?

Hon. Mr. Wells: I think that is a very good question. The answer is it is because there hasn't been the identification. I am not going

to stand here and tell you there has been good identification of learning disabled in the past. We all know that there hasn't, and we know that some of the problems are now turning up at the secondary level. We have already told you the things we are going to do to prevent that in the future.

[5:15]

Ms. Gigantes: I suggest to you, Mr. Minister—

Hon. Mr. Wells: Let's look ahead a little; let's not keep bemoaning what has happened in the past.

Ms. Gigantes: I am talking about the present.

Hon. Mr. Wells: So am I, I am talking about the present. I am talking about what is going to happen from here on in and what can realistically happen. I suggest to you if you'd spend a little time with school boards and school trustees you would find that it isn't an all black and white, one side or the other problem. It is a tough problem, and you have got to compromise and work with them to develop programs in this province. If you believe in local autonomy and local development it is not as easy as waving a wand.

Ms. Gigantes: Those words come easily from your mouth, Mr. Minister, but the increase in the special education funding that you are giving this year is being subtracted from the general legislative grants. Boards can't deal with them; of course, they try and work with it, but you can't have it both ways. You can't have it both ways. You can't say with satisfaction that 12.5 per cent of kids at the elementary level in Ontario are getting special education and then not be able to talk to us at all about the quality of the program.

Hon. Mr. Wells: I don't want it both ways. But listen, you tell me there is no money around and so forth, for special education, and you will probably talk about the situation in Metropolitan Toronto. Yet I find from what I have just seen that the local mill rate increase, for instance, in Metropolitan Toronto is going to be about 3.5 per cent, and I get a little notice telling me that's somewhere between \$18 and \$20 on a house assessed at \$7,000. That is a pretty minimal increase in Metropolitan Toronto.

Mr. Cooke: How much has it gone up over the last few years, though? That's not fair.

Hon. Mr. Wells: Believe me, it hasn't gone up that much. How much did it go up in the first five years of this decade? It went up

hardly any. All I am pointing out is that it is a two-way street, and it is not just us who have to develop.

Ms. Gigantes: I think, Mr. Chairman, we are straying to the next vote or one of the next votes. I don't wish to discuss this topic at this time. There is a lot more to be said on that subject. I am talking here about the special education programs. Why is it that so few boards have remedial programs at the secondary level?

Why are kids being put into categories called "intellectual basic level" at the secondary level instead of being given remedial help? Does it mean that by the time they get to the secondary level they are already classified as dumb, and therefore they have to go into programs that seem to be set up for dumb people?

Hon. Mr. Wells: No.

Ms. Gigantes: Yes. Basic level occupations and services—12 to 16 students, my eye.

Hon. Mr. Wells: You probably wouldn't even be in favour of us doing anything for the school that my friend from London North wants rebuilt.

Ms. Gigantes: Are you serious?

Hon. Mr. Wells: I suspect you would probably think that was a waste of money, because you would think it was building a school for dumb people. That is what you just said.

Ms. Gigantes: I think that the program you have laid out, when you look at the enrolments in it across this province, obviously is being used as a dumping ground for kids who should have had earlier help. If you look at those figures—have you looked at the printouts?

Hon. Mr. Wells: Yes.

Ms. Gigantes: Look at that category right across the boards and see if you don't feel a little sick. Can you explain to me, Mr. Minister, why you think there is such wide variation in the level of special education programming in boards across the province? Why does East York have an elementary enrolment in 1978 in special education of 6.3 per cent and Toronto have an elementary special education program enrolment of 19.2 per cent?

Hon. Mr. Wells: Why?

Ms. Gigantes: Yes.

Hon. Mr. Wells: I would have to find out why that is. I can't tell you why that is just off the top of my head here.

Ms. Gigantes: Why would Lennox and Addington have enrolments in 1976 of 6.5

per cent, while Ottawa has 16 per cent in the elementary level in 1976 in special education programs?

Hon. Mr. Wells: I can't tell you why.

Ms. Gigantes: I think you should find out.

Hon. Mr. Wells: I can find out. I can assign people to find out. If you would like us to find out, we can find out. You may or may not be happy with the answer you get. All I keep telling you is that there is a degree of local autonomy in this province and there is a group of people out there who think they also know a lot about running special education programs. They have a lot of theories of their own in East York, in Toronto and so forth.

Ms. Gigantes: Let me suggest to you—

Hon. Mr. Wells: It is perfectly legitimate for you to direct at us the fact that we don't provide enough money, but there are also some other people who have to deliver the services. Even if they had unlimited money they might still only have 6.5 per cent in East York and 19 per cent in Toronto for a variety of reasons.

Ms. Gigantes: Why is it that Toronto, over the last few years, has had to cut 115 special ed classes?

Hon. Mr. Wells: I am not sure that it has cut that many classes.

Ms. Gigantes: Yes, it has.

Hon. Mr. Wells: I am not sure that it has cut that many classes, but Toronto has a fairly high level of declining enrolment and that may be part of the problem. There may be a variety of reasons why it has done that.

Ms. Gigantes: Would you find an answer on that for us?

Hon. Mr. Wells: I can find that out for you, yes.

Ms. Gigantes: Something beyond declining enrolment.

Hon. Mr. Wells: What kind of an answer do you want?

Ms. Gigantes: I think it relates to funding, but that will come up in the next vote.

Hon. Mr. Wells: Everything relates to funding these days. If you want to talk about funding, if you want to talk about spending more money and so forth, which you are great at talking about—your party always wants to spend more money on everything—you know the funding position and the story of this government and of myself, there is nothing more I can say about it. The funding is set right now. It may be tough. We have all got to pull in our horns a little and we have got to set

our own priorities. I can't tell you anything more than that.

Ms. Gigantes: Mr. Minister, when we see that very many boards across this province have as many or more special ed students at the secondary level as they do at the elementary level, then, I suggest to you, you have got to look at your programs and see where the money is being spent. I think you have a responsibility for finding out more than you know or care to know, I think, about what is happening in those programs.

Hon. Mr. Wells: The secondary school programs that are counted in here are the two-year occupations programs and the special vocational schools.

Ms. Gigantes: What that tells me is that by the time kids get to grade eight they are being dumped—I will use that word again—I believe they are being dumped in classes and treated as if they are slow.

Hon. Mr. Wells: No, no; what we are doing is we are providing facilities today for kids who were dumped out of the schools 10 years ago, that is what we are doing.

Ms. Gigantes: That is true.

Hon. Mr. Wells: That is what we are doing.

Ms. Gigantes: Yes, you are; and what is special about those programs?

Hon. Mr. Wells: The fact is those programs are providing—

Ms. Gigantes: You group kids who are having difficulties together.

Hon. Mr. Wells: You are not in favour of that?

Ms. Gigantes: No, not when you are treating the program as if—

Hon. Mr. Wells: You are not in favour of the new special vocational school for Carleton, then?

Ms. Gigantes: Of course I am, as long as the funding is there so that the programs are decent. If you take 30 kids who are having difficulty—

Hon. Mr. Wells: You have just contradicted yourself. Everybody in that school will fit into this special vocational category and will show as a special education student.

Ms. Gigantes: If you wish to play games on this, Mr. Minister, I am being serious.

Hon. Mr. Wells: I am not playing games.

Ms. Gigantes: You are playing games.

Hon. Mr. Wells: Where am I playing games?

Ms. Gigantes: You are playing games by suggesting I am not in favour of special programs when I say to you I am not in favour

of programs with such a huge enrolment with no provable resources involved in them.

Hon. Mr. Wells: What do you think they are going to do in that special vocational school in Carleton? What do you think they are going to do with it?

Ms. Gigantes: They are going to have special programs, I hope, that are going to have the resources that will mean something to the kids who need special help.

Hon. Mr. Wells: That is right; and they are all going to be grouped in that school, right?

Ms. Gigantes: Of course they will be grouped in the school.

Hon. Mr. Wells: And you just said you were opposed to that kind of grouping.

Ms. Gigantes: No. All I said is, if you take 30 kids who are having special difficulties in learning and put them in an ordinary class size—and you don't even want to find out whether you do.

Hon. Mr. Wells: Certainly I do, but I just can't follow your logic in this argument. You asked why there were so many in the secondary panel—

Ms. Gigantes: Because you don't want to follow it.

Hon. Mr. Wells: No, no; you asked why there are so many in the secondary panel grouped in special education, and I told you there are those in the special vocational schools and the special classes in the occupational schools and so forth.

Ms. Gigantes: You don't know anything about the programs.

Hon. Mr. Wells: I certainly do know about the programs in those schools. I know that they are first rate, 100 per cent programs.

Ms. Gigantes: In those vocational schools, all right.

Hon. Mr. Wells: In those vocational schools there are excellent programs. You just said you didn't think kids should be grouped in those schools; or are you talking about only in classes?

Ms. Gigantes: What I am saying to you is this: if children have difficulties in their education up to the high school level and they don't get help at the elementary level—and the figures would indicate that a lot of the help is going in at the secondary level, not the elementary level—then what you are doing is, once kids get to high school and they have really reached a crisis kind of stage, you shrug and you say "Okay, we give up," in a kind of way; and then we have these programs called, "intellectual ex-

ceptionalities; basic level; occupations and services;" and, to me, that's a dump.

Hon. Mr. Wells: They're the people in the special vocational schools, and that's not dumping. That's a program for young people who 10 or 15 years ago would have been thrown out on the street. They're excellent programs. I wouldn't apologize for them, and I don't think you—

Ms. Gigantes: Some are and some aren't.

Hon. Mr. Wells: Most of them are, and I don't think that you would apologize for them either.

Ms. Gigantes: I would like you to provide the figures to prove your point, because I don't think you're going to find them.

Hon. Mr. Wells: Have you been in a special vocational school recently? We just celebrated the 10th anniversary of one in Scarborough, and I tell you it is a very fine school.

Mr. Cooke: There are a lot of kids who shouldn't be placed in those schools, though.

Hon. Mr. Wells: There may be some who shouldn't be placed; but that's up to the local people, they place kids in the schools and they offer the opportunities. But for every one who perhaps gets misplaced in there, there are about eight who are getting real benefit from those schools and who would have been thrown out of any kind of schooling 10 or 15 years ago.

Ms. Gigantes: Yes, that's right; what happened 15 years ago is not good enough.

Hon. Mr. Wells: All right; but we've already dealt with what we're going to do in the elementary schools. As I say, if we want to continue to go over the past and harp on the fact that we didn't identify people and do enough for them in the elementary schools in the past, okay; I don't mind. But we're attacking that problem also. In attacking it, though, let's not start throwing out what we're doing in the second field.

There are two schools of thought in the secondary field, as you know. There are those who believe there should be individual schools, and there are those who believe the program should operate within the regular composite school. The Carleton, Ottawa, Scarborough and, I presume, the London boards feel they should have individual schools. Then there are the other boards that do not like that approach; they would rather keep everyone within a regular composite school and offer the two-year and four-year special vocational programs and so forth within a regular composite school.

Ms. Gigantes: When I look at the program—

Hon. Mr. Wells: Those people will be classified on here in that category you talked about.

Ms. Gigantes: Yes, and they're the people who are now categorized in the elementary levels as having speech and language disorders, I bet.

Hon. Mr. Wells: It may just be that there are a lot of people. You know we're all so tied up in this idea of believing there are perhaps many people with special-ed problems that may be there are a lot with just speech and reading disorders that can be corrected.

Ms. Gigantes: These are not reading disorders. These are language disorders.

Hon. Mr. Wells: And language disorders. That may be a very legitimate category; perhaps that is the category that needs the biggest—

Ms. Gigantes: What is a speech and language disorder program, especially when a lot of it goes on a withdrawal basis? Let's just take a look at the Toronto board. Here, for 1978, we have a speech and language disorder program that has a self-contained section with 173 enrolled, and then we have a resource withdrawal of 1,227. How much time do kids get in a speech and language disorder program with the Toronto Board of Education? How much do they get with the Carleton board? How much do they get with the Lambton board? How much do they get with the East York board? What do these programs mean? Aren't you interested in finding out as Minister of Education? Or do you just want the bodies in there to get your 12 per cent?

Hon. Mr. Wells: No. Listen, unlike you, I have great faith in what most of these boards do. I know that if they give those programs, that by and large, except for the odd cases in odd places where parents have complained and there's been a problem, they're doing a good job. That's what I know. I don't have to go around and know in minute detail whether there's a class in East York that is actually doing what it says it's doing, because I believe it is doing that.

Ms. Gigantes: You don't know what it says it's doing.

Hon. Mr. Wells: What do you want me to do? Do you want me to send somebody around to every class in this province and bring you a report on every class and how many students are in it, like Big Brother up here? After all, you do represent as a centralist party, but I didn't think you represented that much of a centralist party.

Ms. Gigantes: Let us be serious, Mr. Minister.

Hon. Mr. Wells: I am serious.

Ms. Gigantes: Have you met a child who's enrolled in a speech and language disorder program?

Hon. Mr. Wells: Have I met one? Yes.

Ms. Gigantes: And have you thought about whether in fact that child doesn't need to go and practice s's, but needs some individual help with reading?

Hon. Mr. Wells: Yes.

Ms. Gigantes: And what did you think about it?

Hon. Mr. Wells: What do you mean, what did I think about it? I assumed that's exactly what that child is getting.

Ms. Gigantes: No. It's not.

Hon. Mr. Wells: In the schools that I've visited I've seen all kinds of small classes, special rooms, special equipment—

Ms. Gigantes: That's called remedial education.

Hon. Mr. Wells: —special remedial programs, and remedial programs in secondary schools. There are all—

Ms. Gigantes: But that's not this large category called "speech and language disorders."

Hon. Mr. Wells: Are you saying there's no remedial in that large category?

[5:30]

Ms. Gigantes: I know schools where speech and language disorders means that the kid gets called out three times a week for 20 minutes to practice saying "s". The child really needs help with reading but there is no remedial teacher. And that's not the board's fault; they can't afford a remedial teacher.

Hon. Mr. Wells: Well, that's debatable.

Ms. Gigantes: Well, I think it's rather important that you find out.

Can we take a look at the information that was provided to Mr. Van Horne on the matter of the waiting list for special education programs? I understood Mr. Van Horne's question to relate to more than just Toronto.

Hon. Mr. Wells: If you'd like a waiting list for every school board in the province that's something we would have to ascertain. I can't get it for you in two or three days, because here again we do not have that kind of information at our finger tips, nor do I think that we necessarily should unless we're doing a special review or study

in research on that particular matter at a given time.

Ms. Gigantes: What do you think about a board that has to face a waiting list as of June, 1977, with 689 kids waiting to get into these programs, for whatever they're worth?

Hon. Mr. Wells: I think that board should take some action to remedy the situation, and if I can provide any help to them I will.

Ms. Gigantes: Do you consider Toronto atypical in its waiting list? Is it just general.

Hon. Mr. Wells: I think Toronto probably has a larger waiting list than most boards.

Ms. Gigantes: In terms of percentage?

Hon. Mr. Wells: I couldn't tell you because I don't have the waiting list of the other boards. I see that when we asked some of the other boards, they said they didn't have any waiting lists at the beginning of the year. They took care of all the problems and lists developed as the year went on.

Mr. Sweeney: A couple of questions, Mr. Minister. You quoted earlier, in terms of class sizes, "the maximum enrolment in the special education class shall depend upon the extent of the exceptionalities of the pupils in the class." What kind of guideline does Dr. Bergman's branch, or any other branch of your ministry, give to school boards that would lead one to understand what you mean by "the extent of the exceptionalities"?

Hon. Mr. Wells: Perhaps Dr. Bergman can answer that.

Mr. Sweeney: That seems to say it could be two or three or four kids, but there's got to be some direction, some kind of guideline.

Dr. Bergman: Could you repeat the question?

Mr. Sweeney: The minister quoted earlier that although you have maximums very clearly stated, class sizes depend upon the extent of the exceptionalities of the pupils. Now, obviously, that means, depending upon certain circumstances, it would be quite acceptable to have a class of three or four or five rather than six or seven or eight. What kind of guidelines do the school boards get to determine how serious the exceptionality is so they can have smaller classes? Is that strictly a local decision or does your branch give them some direction and some guidance in this area?

Dr. Bergman: That is essentially a local decision. However, boards are encouraged to look at the individual needs of the students in that program. Based upon the multiplicity of the handicap of the individual concerned, if it is deemed necessary to provide a mean-

ingful program, even to the extent of one teacher for a student, the funding under the weighting factors for special ed allows the board to provide that kind of instruction. So there is encouragement to look at the real needs of that student and then gear the instruction to meet the needs.

In your groupings of educable retarded, because of the lesser need and handicap, it's feasible to provide a larger group setting than you can with an autistic youngster where perhaps you need a three-to-one parent-teacher relationship.

Mr. Sweeney: If the board were to pick up the challenge that you just gave, what percentage of the cost of the teacher would be borne by your ministry?

Dr. Bergman: Under the special education weighting factor provision for 1978 in the general legislative grants regulation, it is very close to the 100 per cent excess cost provision for special ed.

Mr. Sweeney: A question was raised earlier in the House, and I don't think we got a full answer to it. It was with reference to Surrey Place being a sort of outside or independent assessment centre as opposed to the individual school board doing the assessment. The question was raised because there are some parents who feel they need—and, obviously, this is a very subjective feeling—an outside assessment of just how serious the learning disability of their child might be. How many such centres as Surrey Place does your ministry fund in some way for that particular purpose?

Hon. Mr. Wells: Twelve developmental centres. I think we had better be clear about our terminology. Surrey Place really isn't concerned with the learning disabled, but with the mentally retarded and multiple-handicapped. It is not basically a centre that is assessing and doing work with the learning disabled.

Mr. Sweeney: Does it not do that kind of assessment as well, whether that is its prime purpose or not?

Hon. Mr. Wells: I don't think so.

Mr. Sweeney: The flyer I got from them pretty clearly made that statement. I am sorry I don't have it with me; I can get it for tomorrow.

Hon. Mr. Wells: Surrey Place is basically for the retarded. I suppose there is always a slight overlap in here, but they are basically not doing work with the learning disabled.

Mr. Sweeney: What centres do you have or do you fund that do what I described? Just the 12?

Hon. Mr. Wells: Assessment for the learning disabled?

Mr. Sweeney: Yes. In other words, if a parent says, "I don't think the school board is adequately assessing this kid. I want some independent body to do it." I know they can go to some of the private centres, mostly in Metro. Do you fund any centres that do that?

Hon. Mr. Wells: I don't think we fund any centres that are doing that with the learning disabled.

Mr. Sweeney: You don't?

Mr. Elgie: The Sick Children's Hospital.

Hon. Mr. Wells: CPRI is the only one that gets involved to some degree. Sick Children's Hospital would be classified more as a private facility, wouldn't it?

Mr. Sweeney: Do you sense any need to provide that kind of independent service?

Hon. Mr. Wells: I think we probably should look to the school boards to develop their capabilities to do the assessments. Then if they need the service, they should obtain it from some of the other facilities that can provide it. I don't think we should be getting into that area. We will have to see how the demonstration school we are developing works out and whether out of that something grows in the area of doing some assessments. I don't know at this time.

Mr. Sweeney: That is where I am leading to. As you probably know, when a parent goes before the rehabilitation branch of the Ministry of Community and Social Services he has to have pretty good backup. Usually it means an outside consultant of some kind to demonstrate the need. I am wondering if the same thing will not be happening with your demonstration school and whether the parents are going to be put on the spot to prove the need in order to get a child in there. What is available to them to help them do this?

Hon. Mr. Wells: Hopefully, we will get rid of that adversary type of approach that has developed in regard to the vocational rehab funding mechanism as to whether a child would be accepted in that area. I don't want to see that kind of approach for the facility we are developing.

Mr. Sweeney: Can you see the possibility of saying to a parent through your ministry or through the funding to the local board, "You can go to Dr. So-and-So or clinic so-and-so and get the assessment you think you

need and we shall take that into consideration"? Is that part of your thoughts on the subject? As you probably know, in many cases a very significant part of the difficulty is a disagreement between the local board and the parents that the board either can or will provide the service the parents think they need.

Hon. Mr. Wells: We don't see that kind of situation arising from the school that we are developing because it will be all part of the system. The boards will be part of the input and there will be a liaison with it and so forth. I don't see that kind of approach. We are working with Sick Kids to develop with them some of what you are talking about so that their facilities can be used also.

Mr. Sweeney: And this would be separate from the board if you used the hospital?

Hon. Mr. Wells: Separate, yes. We don't really want to get this into an adversary situation where parents are fighting a board and us for admission to a facility and so forth. That doesn't appeal to me at all. I think we have to get everybody working together in deciding what is best for the student. That is the important thing too, what is best for the student.

Mr. Sweeney: But surely, Mr. Minister, you appreciate the difficulty that many parents are having right now in that adversary position and that it is unrealistic to think this is going to disappear?

Hon. Mr. Wells: Yes, but the important thing is what is best for the student, not what may be best for the parents. That is important.

Mr. Sweeney: What, if anything, will be the liaison between the pilot school and what the rehab branch is currently doing? Will they be totally compartmentalized?

Hon. Mr. Wells: I think that, looking ahead, eventually vocational rehab will be out of that program.

Mr. Sweeney: As they would dearly love to be.

Hon. Mr. Wells: Yes, and as I think they rightly should be. If we can provide the services here in this province, I don't think there will be any need for that vocational rehab. They have a very controlled budget and also an expanding need in the area that vocational rehab is primarily concerned with, and I think they can probably use that money in that area. They would like to see this particular part of the problem handled the way we are going.

Mr. Sweeney: Okay. Part of the problem that we have always had with respect to the

learning disabled, and in many cases special ed, is the inability of many teachers to properly diagnose the problem, the average classroom teacher being able to spot it in time.

I notice in the booklet you gave us, on page 78, it says: "Decreases due to the complement reductions and funds not required in 1978-79 for the teachers-in-training program." Am I incorrectly reading that? That would seem to suggest that, despite a recognized need for more services to teachers to give them the necessary diagnostic skills, in fact you are going to reduce the funding for that purpose, or does it mean something else?

Hon. Mr. Wells: This is concerned with the teachers of the deaf at the Whitney School. On page 78, the salaries there, that explanation in greater detail concerns a modification in the training program for teachers of the deaf in the Whitney school in Belleville.

In 1966-67 the teacher training program involved taking trainees on staff of the ministry and hence we paid them a salary and a certain benefit. They became employees of the ministry for the year that they were training at the Whitney school.

In 1977-78 we changed the program to make it a bursary program where we would provide \$5,000 each with the salaries and benefits handled by the respective boards. In other words, I guess the \$5,000 would offset part of the salary and benefit. The bursary was paid to the boards. In other words, this was a different approach which meant we paid \$5,000 for each teacher who trained at the Whitney school.

In last year's estimates we still left in the money that would have permitted us to pay the salaries and benefits to those people—and you will see it down there, transfer payments—as well as having in the \$150,000 for for the bursaries. The bursary program was acceptable. We didn't need to expend the money for the salaries, so this year we were able to reduce the amount that we need. That is where that comes from.

We have the money in, \$100,000 for the bursaries. There is a decreased number of teachers coming into the Whitney school to train and the \$100,000 will take care of them and we don't need the money in the salary account. There are also some other adjustments, changes in staff and so forth, that account for that, but there is really nothing that is in any way connected with anything except that program at the Whitney school and some of the general classifications of staff and so forth in the special education branch.

[5:45]

Mr. Sweeney: There was nothing there to suggest that it was connected only with that one school.

Hon. Mr. Wells: No, I agree. It doesn't indicate that.

Mr. Sweeney: Coming back to the same point, as I indicated, it has been a long failure in terms of teacher training programs, both pre-teaching and in-service, with respect to the kind of funding and courses that have been available to teachers. You indicated earlier that part of this pilot school would provide possible in-service facilities for teachers. Are you going to do anything else in this area? Is that the only thing you are going to do?

Hon. Mr. Wells: Of course, all the other programs are presently in effect—the summer course in special education, the special education components of the regular teacher training, and the York University course in special education. This will be another special in-service course specifically for learning disabilities.

Mr. Sweeney: Is there going to be any updating at all of the diagnostic skills part of the basic teacher training program? It is a real weakness, as I am sure you realize.

Hon. Mr. Wells: Do you want to answer that, Dr. Bergman? What about the university courses?

Dr. Bergman: Are you speaking in just the learning disabilities area, where the upgrading is required?

Mr. Sweeney: That is the primary one, but just basic diagnostic skills that people should have before they go into teaching. These are extremely weak at the present time and have been for a long time. Any updating of those?

Dr. Bergman: Currently we are producing guidelines for the instructors on those courses to give them some help and direction in that area. But you should recognize that we face considerable controversy at the moment. School psychologists are saying very strongly that that is their area of expertise and that we ought not to be getting teachers involved with testing. At the moment we are in a bit of a dilemma in terms of how far and into how much depth we would want to equip teachers to provide testing in schools. There is a bit of an abeyance there.

Mr. Sweeney: But, Dr. Bergman, surely you are aware of the fact that the average classroom teacher is the key to any effective program. She is able to spot problems in her class among her kids as soon as possible. The judgement I get from across the province,

from any director I talk to, is that very few teachers have those skills unless they have been in the business for five or six years. They have acquired them purely through experience.

Dr. Bergman: Yes. The early identification thrust that we are rapidly moving into provides for teachers doing the testing and working with the students and the parents. We are not pulling in outside people to provide that assessment. It is being worked with teachers very successfully.

At the same time, you should be aware that in 1978 in the two Ontario teacher education college campuses, we have all teachers in pre-service programs. These are being provided in the foundations courses at the colleges, with orientation to special education, exceptional children, observation, assessment and diagnosis. Many of them will graduate into that area, and as they face students in difficulty in the regular classrooms of the province, they will know, if not exactly how to program, where to go for help.

Mr. Sweeney: That present program is just so absolutely minimal as to be—I won't say "useless"—but it is awfully close to it. I gather you really don't have any plans to update it.

Hon. Mr. Wells: I am sorry, which program are you talking about?

Mr. Sweeney: The teachers who are presently in teachers' colleges being prepared to go into a regular classroom next September—as it has been for the last any number of years you want to quote, I guess.

Hon. Mr. Wells: As far as our own OTECs are concerned, there has been an updating of that. In the universities it's a little harder to tell exactly what they're doing in terms of programs.

Mr. Sweeney: But even at OTEC it's still very minimal.

Dr. Bergman: It's a relatively new thrust this year.

Mr. Sweeney: Yes. But I've been talking to the teachers this year too.

Hon. Mr. Wells: Isn't this the approach that we're working on at the minute, though? If we move to practically every kindergarten teacher performing an early identification function—and this will be part of our in-service program as we move into this—if we can concentrate on developing in them some of the skills to use the early identification techniques, they will then become familiar with identifying the problems, and the identification to a large degree will be

done. That won't excuse all the other teachers, but we will be steps ahead of where we were, because in kindergarten that 18 per cent that I indicated will be identified, and then there will be the seven per cent who will need some special programs and so forth. We will be ahead. The other teachers will need some component to watch people who might have been missed by early identification, but we are going to be a long way ahead of where we were.

Mr. Sweeney: Mr. Minister, would you not agree—that's a funny way to start a question, but let's do it any way—would you not agree that one of the basic skills that every classroom teacher should have, is being able to spot those kids who have problems and having a reasonable fix on what their problem is, so that they can then take it from there? Would you accept that?

Hon. Mr. Wells: Yes. I would accept it, certainly, but I'm not sure that capability can be built in for every teacher in the one-year teacher training program they take, and to the degree that you're hopeful that they have. We can scratch the surface but we're not going to be able to build it in.

Mr. Sweeney: So there really won't be any significant increase in that kind of capability as far as teacher training is concerned.

Hon. Mr. Wells: Yes, there will be to the degree that we move with the early identification in the kindergarten area, but you can't isolate that approach.

Mr. Sweeney: But it's been a long-standing weakness in the entire system of teacher preparation.

Hon. Mr. Wells: No, quite the opposite; I think we could say that there will be progress made in that area.

Mr. Sweeney: Well, we will come back to that a year from now.

Hon. Mr. Wells: No, it's being done now.

Mr. Sweeney: Mr. Minister, there was quite a play made in the budget statement this year about increased funding for special education. I'm just looking at the top of page 76 of your outline. If you look at the figures going from 1976 to 1977 to 1978, there seems to be a continual decrease.

Hon. Mr. Wells: This is the operation of the special education branch, not the funding of special education programs. This might be what could be determined as the administration part of the operation in our ministry. Any of the changes have been perhaps tightening up, as we did on the paying of teachers moving to bursaries and so forth, in looking for some economies, as we are doing

in all our ministry branches. But it doesn't reflect it in the programs.

If you look down through the next votes, they're all part of special education, and I think some of those go up—the schools for the developmental centres, schools for the deaf and blind, and so on.

Mr. Sweeney: How much of a change was there in the weighting factors this year?

Hon. Mr. Wells: How much of a change?

Mr. Sweeney: Yes. Roughly what percentage change? I don't want every one of them, just roughly the percentage change in the weighting factors. In other words, how real is your increase?

Hon. Mr. Wells: I don't have the percentage change, but the average weighting factor moved from 0.05 to 0.06, elementary, and from 0.01 to 0.03, secondary. The average weighting factor for an elementary school board in 1978 is 0.0386.

Mr. Sweeney: Compared with what? Do you have last year's factor?

Hon. Mr. Wells: What that means is they have got room to move from 0.0386 up to 0.06. It was 0.033 in 1977. For secondary the average weighting factor in 1977 was 0.0063 and it is estimated for 1978, 0.0160.

Of course, those can change, because as I said the programs are computed on a current basis and if a program is added some time in the year it will then be recalculated. That means that most of the school boards have a flexibility to move up to the new maximums which are 0.6 and 0.03, and, indeed, only 11 out of 123 elementary and seven out of 71 boards in secondary are at the maximum.

As I said earlier, we estimate that could pay out a potential of about \$20 million more for special education to the school boards if the programs develop.

Mr. Cooke: I just wanted to make a few points. Are we adjourning right at 6 or are we taking the extra 10 minutes that we didn't take yesterday?

Ms. Gigantes: We have an extra 10 minutes from last day.

Mr. Chairman: I didn't anticipate doing that. We can tack it on to the end. I didn't anticipate sitting today to make up for the last session.

Mr. Cooke: I will just continue on with what Mr. Sweeney was talking about and then I can get into a couple of other things tomorrow.

When looking at the weighting factors for the boards, for example, I was looking at the two Windsor boards, the Windsor board and the Windsor separate board. There is almost

a similar number of students in special ed programs at the elementary level. The Windsor separate board generates \$259,000 in extra grants and the Windsor board generates \$842,000. Does that solely reflect the difference in the programs? There is a difference in the student numbers, but not to that great an extent.

Ms. Gigantes: Those are the 1976 figures that the minister provided.

Mr. Cooke: Yes. It is in response to Mr. Van Horne's question.

Hon. Mr. Wells: Oh, yes, right.

Mr. Cooke: I am just using Windsor as an example, not for any other reason. It runs with other boards too.

Hon. Mr. Wells: We can find out. It is not readily available. It could be that the Windsor board has many more teachers than the Windsor separate board.

Mr. Cooke: The point I am making is that that obviously reflects in the quality of the program. I just looked at this quickly and noticed that the programs must vary across the province tremendously. Therefore, regarding the quality of the program and the type of service that students are getting across the province, not all students are getting the same type of program. Some students are being educated properly and at an excellent level, whereas other students obviously are not getting that same quality of education.

I just wonder, when you stated earlier that you weren't all that concerned, or you were concerned but you didn't think it was the business of the ministry to look at weighting lists, I would guess you wouldn't think this was your business either because that is local autonomy. I just don't agree with that. I think you have got to recognize the needs and you have got to take a look at what boards are doing and what money is available, and if they aren't meeting the needs then you have either got to provide more money or find out what the problem is and make sure that all students are getting the same level of special ed across this province.

[6:00]

Hon. Mr. Wells: Let us take out the phrase "provide more money." Just remember—

Mr. Cooke: I said provide more money or find out what the problem is.

Hon. Mr. Wells: You and I both have been trustees. Mr. Sweeney has been a director of education and Mr. Van Horne has been a supervisory officer. We all know that when

we were in those positions we believed we knew a lot more than the Ministry of Education and the people at Queen's Park and that we knew how to run programs for our own boards.

Mr. Cooke: You didn't hear exactly what I said. I said it points out there is a problem.

Hon. Mr. Wells: All I am saying is that it is not quite as easy as just saying the ministry and we up here should tell everybody exactly what to do.

Mr. Cooke: I didn't say that at all. I said find out what the problem is. Maybe the problem is money. Maybe the problem is something else. You don't know.

Hon. Mr. Wells: The problem may just be that they feel they are doing a darn good job as it is now.

Mr. Cooke: I can't see how. When you look at the two Windsor boards, it reflects in the class size and it reflects the quality of the program. There is a difference of \$600,000 with the separate school board getting about one quarter of what the public school board gets. It can't just be a matter of one school board thinking it is doing the better job. There has to be a problem.

Hon. Mr. Wells: I'll ask them the next time and you ask them. The next time you see them in Windsor ask them what their program is.

Ms. Gigantes: Those aren't the only boards.

Hon. Mr. Wells: The important thing we have just illustrated and what we have drawn out in the discussion of these weighting factors is that there is more money available for these board, if they will institute the programs and take it up.

Mr. Cooke: Do you know what new programs are going to be developed this fall in response to your money? I've talked to the people in Windsor and I don't want to use Windsor just as an example, but the same type of thing develops in these figures all through the province. Do you know what new special ed programs are being developed for kids for the fall in response to your extra \$20 million?

Hon. Mr. Wells: I can find out. The funding is there and, if they will institute the programs, they will get the money. It's not completely correct to say there's no money available because there is money available for special ed programs in Windsor, for instance. Both Windsor elementary boards can institute more programs and they'll get more money.

Mr. Cooke: There is a limit to the money. You only put \$20 million more into it.

Hon. Mr. Wells: There is a limit, but I would suggest to you that Windsor would not likely be able to develop enough programs in a year that would bring them up to the point where they could take all that money.

Mr. Cooke: I want to continue on this tomorrow.

Hon. Mr. Wells: I hope we're counting this on the end, are we?

Mr. Cooke: Are you aware of the program in Windsor at the children's achievement centre, which is a school for kids with learning disabilities? The education portion is funded 100 per cent by the ministry through the agreements the boards can make.

Hon. Mr. Wells: Yes.

Mr. Cooke: You say we don't have enough money, but I might just point out to you that program is costing the public, the provincial taxpayers, about \$20,000 a year per student or about \$500,00 for that budget for that school to educate 28 children. You say you don't have enough money, but it seems to me there's something wrong where we're providing \$20,000 a year per student for kids with learning disabilities. It's not a residential program; it's a day school.

Mr. Chairman: Shall the committee carry this particular section?

Mr. Cooke: I've got a couple more things I want to bring up tomorrow.

Mr. Chairman: I should remind the committee we've spent five hours and 55 minutes on this particular vote and we have only another two hours and five minutes remaining.

Hon. Mr. Wells: Before we end today, can I just quote from the CELDIC report so that we don't leave that up in the air? There's one statement in here on learning disabled which says: "Learning disorders is a category that is equally vague as a diagnostic entity. The most frequently quoted figures suggest that 10 per cent of the school-age population have a specific learning disorder but some estimates run as high as 25 per cent." One of our good colleagues in the Legislature was on the executive committee of that study too.

Mr. Chairman: The committee will adjourn to reconvene tomorrow after question period.

The committee adjourned at 6:02 p.m.

CONTENTS

Monday, May 8, 1978

Education program	S-475
Special education	S-475
Adjournment	S-500

SPEAKERS IN THIS ISSUE

Cooke, D. (Windsor-Riverside NDP)
 Elgie, R. (York East PC)
 Gaunt, M.; Chairman (Huron-Bruce L)
 Gigantes, E. (Carleton East NDP)
 Sweeney, J. (Kitchener-Wilmot L)
 Van Horne, R. (London North L)
 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)

From the Ministry of Education:

Bergman, Dr. G. D., Director, Special Education Branch



Ontario

Government
Publications

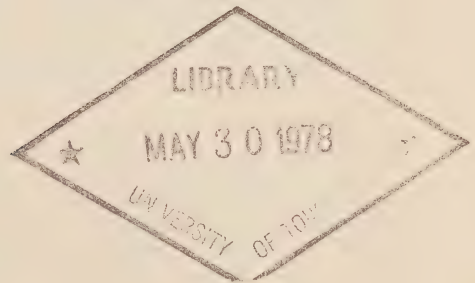
No. S-16

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Education



Second Session, 31st Parliament

Wednesday, May 10, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.



LEGISLATURE OF ONTARIO

WEDNESDAY, MAY 10, 1978

The committee met at 1:13 p.m.

ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3002, education program; item 2, special education:

Mr. Chairman: When we adjourned Mr. Cooke had the floor. Before we do commence, would the committee agree to pass item 2 within the next half hour?

Ms. Gigantes: Do you mean all of vote 3002 or just item 2 of vote 3002?

Mr. Chairman: Item 2, special education.

Ms. Gigantes: As far as I can see, we may be quicker than that.

Mr. Chairman: Agreed. I think the minister does have some information he wants to transmit to the committee.

Hon. Mr. Wells: I want to apologize to the committee. I gave a piece of wrong information to the committee concerning the correction of the computer printouts that we supplied for them. It shouldn't have been aphasic; I was told it was the line aphasics that was not correct, it was remedial programs which appeared immediately under aphasics.

That has now been corrected. If you have the corrected one, you will see that the secondary remedial programs are in there.

[1:15]

Mr. Cooke: I will only be a few minutes. Yesterday I asked the minister, using as an example the two Windsor boards of education, the separate school board and the public school board, why one would generate so much more money for special ed than the other when the number of students was comparable. Since the minister didn't know why, I checked with the boards today.

It is interesting that the class size for public school primary special ed is 10, their junior is 12, and their senior is 16. In the separate schools their class sizes are 16 to 20. So I imagine that explains why the grants are so much different to the two school boards—or to a large extent that would explain it, is that correct?

Hon. Mr. Wells: Put another way, if the number of teachers the Windsor separate

school board has is compared to the Windsor board of education complement there is a significant difference.

Mr. Cooke: The point I would make is that obviously the quality of the programs varies. The Windsor public board is a very progressive board—at least it was much more progressive a couple of years ago—they obviously have a much superior program to the separate school board. I wonder if the programs vary like that all across the province and if that concerns the minister. Obviously students, depending on which school board they attend, some have good programs and some not so good.

Hon. Mr. Wells: Yes, it concerns me. I would like to see them all up to the highest possible standards. That is part of what our job is, to encourage the boards to get programs that are up to the highest—

Mr. Cooke: What would you think is the reason some boards take advantage of this special ed money and others don't?

Hon. Mr. Wells: The reasons, I suppose, are many: probably the particular attitudes and philosophy toward special ed; the amount of money that has to be raised locally to put with the money we provide; and where it fits into the priorities.

Mr. Cooke: So part of it is financing?

Hon. Mr. Wells: I am sure part of it is financing. But it is also probably the attitude of the board itself and where it places special ed as a priority as against other priorities and so forth. There are probably a whole multitude of reasons.

Mr. Cooke: I would think, speaking as a former trustee who does keep in contact with present trustees, that the major reason is financing, and that boards are not going to be getting into new programs or expand programs right now.

Yesterday you stated, I think, that the Metro board's property tax rate is going up 3.5 per cent, or whatever the figure is that you quoted. It is fine to look at the 1978 mill rate but you have to look at mill rates over the last few years. Mill rates have gone up tremendous amounts, and no board is willing to expand its programs right now, even

if the ministry is going to expand some of the funding. If there has to be local mill rate money raised in order to complement the minister's money you can forget most boards expanding programs. I think if the minister is really serious he has to look at funding some of these programs at a much higher level in order to encourage boards to get into them.

Hon. Mr. Wells: Special ed is funded, probably at a higher than their regular rate. In other words, the weighting factor probably generates money at higher—in fact I am sure it does, higher than their regular rate of grant. It is nearly 100 per cent now. Getting into those programs is really going to be to a large degree, particularly for a board like the Windsor Roman Catholic separate school board, funded by us, so I am not so sure that money is the big impediment there.

Mr. Cooke: You mentioned that is one of them, and certainly when you talk to trustees that is one of the reasons they are not getting into these and other programs.

Hon. Mr. Wells: Also, I don't think they realize that once they get into the weighting factor money they are actually getting money at greater than their normal rate of grant.

Mr. McClellan: What is the actual? You can't give us the actual.

Ms. Gigantes: It depends on the board.

Hon. Mr. Wells: It depends on the board, but it is pretty close—

Mr. McClellan: I mean on an average; is there a provincial average for such grant?

Hon. Mr. Wells: It is pretty close. The money generated by the weighting factor is pretty close to 100 per cent.

Mr. McClellan: What do you mean by that, averaged on a province-wide basis? Do you mean 80 per cent or 90 per cent or what?

Hon. Mr. Wells: In the first year they share at the board's rate of grant and then in the second year they have the weighting factor. It is practically at 100 per cent so you would have to average that out for each board. What it does mean is that there is a fairly heavy commitment of money from the province to encourage the development of this program.

Mr. Cooke: I am sorry. I didn't understand when you said the first year of the program.

Hon. Mr. Wells: The first year that they count the teachers into the program. Then they are sharing at the board's rate of grant on that.

Mr. Cooke: Which is at the end of the first year.

Hon. Mr. Wells: Then at the end of the first year it is 100 per cent. If those teachers

have been in it for a second year, it is 100 per cent.

Mr. McClellan: The board picks up the heavy burden the first year and then you move in.

Hon. Mr. Wells: The board picks up the local share the first year, yes.

Mr. Cooke: That is pretty heavy. For some boards it is 60 per cent or 55 per cent.

Hon. Mr. Wells: For Windsor Roman Catholic separate school it is probably something like 20 to 25 per cent.

Mr. Cooke: Yes, but their mill rate base, what they have to go to, is quite a bit different too.

Hon. Mr. Wells: Yes, that's right.

Mr. Cooke: What about boards that are already at their spending ceilings? To expand programs like this, if they are at their spending ceilings, then it is 100 per cent.

Hon. Mr. Wells: No, the weighting factor generates money above their grant ceiling. The only time they don't have any room or latitude to move is when they are at the maximum that we allow for the weighting factor. There are some of those boards at the present time but there are very few. The Windsor public board isn't at the maximum for the weighting factor.

Mr. Cooke: They are not?

Hon. Mr. Wells: No, they are just at the 0.0417.

Mr. Cooke: What is the separate school board at?

Hon. Mr. Wells: They are at 0.0174. The weighting factor is 0.06. There is a fair latitude for them to move and generate more money.

Mr. Cooke: I guess the point is that there isn't an incentive to get into the program. In the first year of the program, the local taxpayers have to really carry the burden and there is not much of an incentive for boards to get into the program.

Hon. Mr. Wells: I disagree with you on that. I think the fact that the money is available to them should be an incentive to get into it.

Mr. Cooke: I briefly mentioned to you yesterday about a school in my area, the Children's Achievement Centre, which is a school for children with learning disabilities. I have heard from you several times that we just don't have the bucks to get into these programs. I pointed out to you yesterday—and you didn't have a chance to respond—that that program is costing the taxpayers of Ontario \$20,000 a year per student to provide education.

The Ministry of Community and Social Services is providing half the money for that program. It would seem to me that those types of programs for the types of students they are dealing with could be offered right within the school system if the money was available to the board of education. Instead, the Ministry of Community and Social Services funds the program and there doesn't seem to be a lot of co-ordination.

Hon. Mr. Wells: Let me just tell you what I know about the Children's Achievement Centre in Windsor. It is operated by Comsoc, but it is classified as a section 28 school. The educational component is provided by the Windsor Board of Education.

Mr. Cooke: That's right.

Hon. Mr. Wells: It involved 11 classrooms in 1977. There was a staff of nine full-time teachers and 1.22 full-time equivalents for a total of 10.22 teachers in the statistical terms that we would use for calculating. The student body consisted of 31 students. We pay the cost of the teachers to the Windsor Board of Education. The cost per student was \$7,276.97. Any other cost involved there to get up to the \$20,000 per student that you indicated—

Mr. Cooke: That comes from ComSoc?

Hon. Mr. Wells: Yes, but as we were talking about the other day, that also has to do with treatment or other things involved, not the educational component.

Mr. Cooke: That is what made me think about it. You stated on Monday when we were talking about the pilot school that you are going to be setting up, that the treatment aspect is a small portion. It is over 50 per cent of the cost. When I talked to Bob Field, the director of the Windsor board, his statement to me was that if this money that ComSoc is giving the Children's Achievement Centre was given to the board of education, they could provide a very adequate program and could serve more children. It just seems to me that that is the direction we should be going with some of these programs, having them within the school system, unless they need residential facilities.

Hon. Mr. Wells: I would classify this as being within the school system now and I am not going to offer a comment on whether or not these people need the other component of treatment in the residential facility, but that obviously is why they are at the children's achievement centre in Windsor.

I don't think we want to have school boards operating residential schools.

Mr. Cooke: This isn't a residential school.

Hon. Mr. Wells: So, actually, I would differ with Bob Field to the extent that the Windsor board is now offering the educational component to the program.

Mr. Cooke: This is not a residential school.

Hon. Mr. Wells: It isn't?

Mr. Cooke: Oh, no.

Hon. Mr. Wells: That is why I am stating the costs.

Mr. Cooke: It is not a residential school.

Hon. Mr. Wells: Oh, well, I am sorry. I was under the impression it was a residential facility.

Mr. Cooke: That is why the cost scares me.

Hon. Mr. Wells: I have only the educational costs. I haven't got the breakdown of the other costs, the costs above the educational cost which, as I say, is \$7,276.97 per student.

Mr. Cooke: I just point that out to you. I think it is something worth looking into and maybe you could even talk to the Minister of Community and Social Services to find out whether or not this program shouldn't be offered within the school system and whether or not the costs couldn't somehow be pared down.

I just wanted to ask one question on some information that you provided regarding the number of students that are in special education programs. I noticed that in the figures that were provided, in 1975 there were 45,379 in secondary, and in 1976 that rose to about 57,831. Why would there be such a jump in that one year? The following year it went up to 63,000, so that's another fairly large jump.

Hon. Mr. Wells: Excuse me. Which figures are we now looking at?

Ms. Gigantes: In answer to Mr. McClellan's question about student enrolment in special education programs, you provided this information on Monday. Mr. Chairman, I wonder if I could take this opportunity to suggest to the ministry that when they are providing us with documents of this kind, they put a number on them for easy reference later?

Hon. Mr. Wells: Very good suggestion. Has it been duly noted? We put a different number on each one in chronological order, one to a million.

Ms. Gigantes: Exhibit A, B, C, or whatever.

Hon. Mr. Wells: In that way we will be able to take care of them.

Mr. Van Horne: That will get us through the first year.

Hon. Mr. Wells: Yes, that will get us through the first year's documents.

Mr. McClellan: That's the only time we ever get any stuff out of you.

Hon. Mr. Wells: Now, now, you get it any time you want.

Mr. Cooke: I am just looking at the secondary enrolments and wondering why they have jumped so much.

Hon. Mr. Wells: Basically, the reason is that until a year ago we provided no special funding for special education at the secondary level and, since that has occurred, more students are identified.

Mr. Cooke: So these are new programs?

Hon. Mr. Wells: And, indeed, more programs are being given.

Mr. Cooke: These are basically new programs, then?

Hon. Mr. Wells: Whether you could go so far as to say they are all basically new programs would, perhaps, not necessarily be completely justified.

Ms. Gigantes: They are called special ed now.

Hon. Mr. Wells: Certainly, they are identified as part of the special ed program that generates more money and I think that part of them would be new programs and part would be programs now identified as special ed programs.

Mr. Cooke: In order to qualify?

Hon. Mr. Wells: In order to qualify for the secondary special ed weighting factor, yes.

Mr. Van Horne: Sorry, Mr. Chairman, could we get the minister to repeat that?

Ms. Gigantes: Yes.

Mr. McClellan: Can you understand the problem that we are having? The problem is, I think, that for special education we don't understand what the definitions are in terms of the kids, not in terms of your grants and the weighting factor.

Hon. Mr. Wells: Well, we read the definitions the other day. On the reporting sheet for reporting special ed students for secondary, for the grant weighting factor, there are categories that are reported. Those students and the teachers who teach those students generate money under the special education weighting factor. It was not present for secondary up until 1976. It was after it became present that the number identified in special education programs in secondary increased quite significantly.

[1:30]

Ms. Gigantes: Yes, but do you understand what he is saying? Do you understand our difficulty? We have a definition of how the ministry provides the funding under the weighting factors. We have a definition of what a special education teacher is. We have a list of the programs that are called special education. But we don't know what actually happens to kids, as my colleague puts it. When you are providing the funding under a new weighting factor, and we suddenly get told there is this great leap in enrolment in special education, you tell us you don't know that this really means they are different programs. I agree with you; you don't know.

Hon. Mr. Wells: No. Some of them would have been in special vocational schools before and are now eligible to be counted in the special education programs. But there was no weighting factor for secondary before that. I think that was considered an improvement in our funding mechanism.

Mr. Cooke: What about the 45,000 students in 1975 then? Who were they?

Hon. Mr. Wells: We were able to identify them as being in the occupations program in special vocational schools. But there was a difference in the way the thing was handled, and that generated a problem.

Ms. Gigantes: You gave more money for it in 1976—

Hon. Mr. Wells: We gave more money—

Ms. Gigantes: —so they counted more people in their programs; but that doesn't mean the program has changed. That's what you are telling us.

Hon. Mr. Wells: I am saying I can't guarantee you that it all means the programs changed. I think I can guarantee you that some programs changed and there was an improvement because, as soon as we make more money available, it does have an effect. That is, I guess, the gist of the argument you were making.

Ms. Gigantes: It does mean that more kids get counted in the programs.

Hon. Mr. Wells: No, I think it also means more programs are instituted and there is an effect on the program.

Mr. Van Horne: May I be permitted to follow that line of questioning? Does this mean additional funds are going to the secondary schools where more students are identified, partially because of the service they are receiving, not necessarily from teachers but from special education staff such as psychologists, social workers and others in non-teaching roles but still involved with special education?

In other words, if a board has two or three psycho-ed consultants or psychologists and they are listed as support staff, does that fit into the formula and does that mean the numbers would jump partially because of these people being recognized and additional funds coming in?

Hon. Mr. Wells: Basically, the weighting factor is first calculated on the basis of the teachers who teach the program, and then there is an add-on factor for support staff. But the big part of the weighting factor money is generated by the teachers who are classified as special education teachers.

Mr. Van Horne: I don't want to detract from what Mr. Cooke is getting at, but what you are suggesting is that part of the factor is this add-on feature, which didn't exist before 1975? Is that a fair statement?

Hon. Mr. Wells: In 1975, the 45,379 were in the occupations programs in secondary schools. There was an occupations weighting factor. We then changed that to a special-education secondary weighting factor in 1976, and more pupils and more teachers were allowed to be counted in the program.

Mr. Van Horne: But also with some support staff. That was another factor?

Hon. Mr. Wells: There was support staff in the occupations weighting factor in 1975 and there is support staff recognized in 1976 and in 1977.

Mr. Cooke: From what the minister said on Monday, and from what he has said today, he obviously doesn't know what is going on in special ed across the province. He doesn't know the waiting list across the province and on Monday he said he wasn't all that concerned about the waiting list because that was up to local boards and local autonomy. But I think he should be aware of the problems that are going on out there. If there is a problem and if part of it is funding, or whatever it is, he should be taking the leadership to correct those problems.

To just say it is up to local autonomy, the boards of education, is passing the buck and shirking a responsibility that I think the minister and his ministry have. There is obviously a need for a lot of research in this area to find out what is going on, find out what programs are being offered and then let's go from there and see what else we need for these kids across the province.

Hon. Mr. Wells: We do know what programs have been offered, right? You have a statistical computer printout.

Mr. Cooke: We don't know the quality of the program.

Hon. Mr. Wells: All right. If you want to know the quality of the programs, you tell me the areas in which you want to know the quality of the programs and we will have to have a special study done in those particular areas. After all, we don't have an unlimited amount of money in the Ministry of Education either.

The school boards, I think to some degree, are big boys and have to be trusted to develop programs on their own. As I told you before, you have to go out there and ask those trustees in some of the boards why they don't have programs. It is not enough just to say the ministry doesn't give us enough money.

Mr. Cooke: I said that. It is not all funding. There are other reasons too.

Hon. Mr. Wells: Let's just get that very clear. That is a copout.

Mr. Cooke: Not totally.

Hon. Mr. Wells: It is just like us saying the federal government doesn't give us any money so therefore we can't do it.

Mr. Cooke: Look, when mill rates go up around 50 and 60 per cent in three years, you can't expect boards of education to go and raise taxes significantly to increase programs.

Hon. Mr. Wells: But mill rates haven't gone up that much on average in the decade 1970 to 1978.

Mr. Cooke: They have in some areas.

Hon. Mr. Wells: Not in a lot of areas, and I suspect not in the Windsor area, because there were a lot of years when the mill rates didn't go up. In fact they went down. So taken as a whole, the average increase has been less than the increase on the municipal side.

Mr. Cooke: From 1974 to 1977 mill rates went up considerably in Windsor.

Hon. Mr. Wells: I suggest you have to look at the whole picture from 1970 to 1978. Also, vis-à-vis the municipal side where I think mill rates—

Mr. Cooke: I remember a commitment that was made, I think by Mr. McKeough or by this government back in the early 1970s, that they wanted mill rates to go down and they wanted to fund boards of education 60 per cent of the cost. So mill rates went down in view of that philosophy. Then in 1976 you changed your philosophy because you wanted to balance your budget and boards of education have suffered ever since.

Hon. Mr. Wells: Boards of education had to exist whatever the policy. I am not sure they have suffered.

Mr. Van Horne: Mr. Chairman, the minister did pass on information on the question that I asked on special ed and I would like to go back to his reply before we complete our discussion, if I might.

Mr. Minister, I asked if I could have some indication from you or your staff about the number of students on waiting lists for special education programs.

One of your staff did give me an indication of what the situation is like in Metro. There is no further information about the province and I appreciate that in a short period of time it is difficult to find out about Lambton county or any of the other boards across the province within two or three days.

Hon. Mr. Wells: Yes. It would take us two or three weeks to put that information together and it can only be done by putting staff on it and getting in touch with the boards and assembling the information.

Mr. Van Horne: The reply from one of your staff indicates that as of February 1978—and this is as up-to-date as the information could be; there is an indication that this information was quoted in the Star or from the Star, I am not sure which—470 children across Metro were on waiting lists for help with behavioural or perceptual problems, or slow learners—three different categories. In addition, 1,300 are waiting for help in reading or speech.

There are other numbers given to me from September 1976 through until June 1977, again in Metro, ranging from 490 up to 689. If these figures are accurate I would have to ask you how long this can be left to the option of local boards. I really feel there is a bit of abdication here. If we see this in Metro and it is reflective of conditions across the province, I would have to wonder how many other children in total we have got in the province of Ontario waiting to get into a special education facility.

I haven't got the wherewithal to gather that information. I suppose we could send letters out from the Liberal caucus. But I am suggesting to you and to your special education staff that you pursue, that you do put staff on and find out, as indicated by members opposite, what the state of special education is in the province. Then you should proceed to do a variety of things, not the least of which would be to reconsider the grant regulations.

We all appreciate that although there is an attempt to equalize through the regulations, it is still very evident that boards have to spend in order to get. Some of them, for whatever reason, seem to be reluctant—or per-

haps just not knowledgeable enough, whatever the case—to pursue special education as it should be.

I would leave that with you then as a request that you put your staff on to this whole business of waiting lists and spending at ceiling. Are the grants effective and are they encouraging boards to do what they should?

Hon. Mr. Wells: As I indicated to you, I can tell you now the boards that are spending at the ceiling and have no latitude in which to get more money from the special ed weighting factor. We have also stated that about 12.5 per cent of the students in this province are classified as in some special education facility. That information is available, and you have that. It is one thing here to dwell on the information you haven't got. You have got a lot of information also, and it is all broken down by the classes they are in and so forth. If we have the information at our hands in the computer, I can get it for you quickly.

The problem with getting general information on waiting lists across the province is that to do it properly we have to set a definition of what a waiting list is and who are on these waiting lists, so that we are not comparing apples with oranges. We have to have something so that we are actually getting a proper comparison. While we have that list for Metro Toronto, I see here we have called the Brant county board, and they say they have no waiting list. Etobicoke said they had no waiting list as of September, but there are some on the list now. It varies.

Mr. Van Horne: But you will find that in most boards in September. It is either very low or practically non-existent. But as the year carries on—

Hon. Mr. Wells: That's right. That is, of course, the way it should be. At least in September all the programs should be planned and the students who need special programs should be taken care of. That's exactly what I am saying about the definition, because Toronto always has a waiting list. But most boards say that that is not necessarily so. That is just the way Toronto likes to do things, and they should really take care of all those people.

Mr. Cooke: Don't you agree that there is a lot of information that you don't have on special ed?

Hon. Mr. Wells: There is some. As I say, you have to decide what is the most valid. Sometimes the waiting list information is the least necessary. It is the most spectacular for those people who want to write stories about it.

Mr. Cooke: That is one thing we talked about.

Mr. McClellan: You develop a standard way of obtaining waiting list information, so that you have an idea whether there is a problem, how severe the problem is, and what the nature of the problem is.

Hon. Mr. Wells: You are quite aware, I'm sure, that even across Metropolitan Toronto they don't have a common computer system for all the boards. They all operate independently. Until we get a strengthened Metro board, we can't even get that information across Metro on a Metro-wide basis.

Mr. McClellan: I find that hard to believe.

Hon. Mr. Wells: Once we get your support for a strengthened Metro board we will be able to approach the problems a little better in Metro Toronto.

Mr. McClellan: That's bunk.

Hon. Mr. Wells: You mean you are not going to support a Metro board?

Mr. McClellan: Surprise.

[1:45]

Mr. Cooke: Based on this information you gave us on how much money boards are getting through the weighting factors for special ed, the programs vary vastly across the province. You do the funding. You have reporting requirements. I don't see any problem in achieving standardized reporting.

Hon. Mr. Wells: I have given you the printout of the reporting we get at the present time.

Mr. McClellan: It is not good enough is what we are telling you. I would think it is not good enough for you. If you want to be able to assess what is happening across the province in a rational way you have to have the data.

Hon. Mr. Wells: If you are suggesting that we add a list saying, "How many have you got on the waiting list?" we can always add that on our forms for another year.

Mr. Cooke: There are other things too obviously.

Ms. Gigantes: How many kids in the class?

Mr. McClellan: I don't understand why the minister is so sensitive on this. It is a simple management problem.

Hon. Mr. Wells: I am not sensitive in that it is a simple management problem if I am the manager of the whole operation. But I am trying to point out to you that I am not the manager of the whole operation.

Ms. Gigantes: There are some things you don't want to know.

Hon. Mr. Wells: We are not the managers and you are not the managers of the whole operation. This is a great co-operative enterprise in this province—

Mr. McClellan: Yes, but the buck ultimately stops at your desk.

Hon. Mr. Wells: —with education controlled by a whole lot of people. We all have to provide what information we can. Probably we provide more statistical information of a general nature and program information than a lot of ministries are able to do dealing with organizations that are operating on their own.

Mr. McClellan: That is a reflection on them, not on you.

Mr. Cooke: When you feel strongly about something you bring in legislation as you did in Essex county. You felt strongly that French education should be provided, as we did, and you provided the leadership. So why not do the same type of thing here? Provide some leadership and make sure that this is precisely the kind of—

Hon. Mr. Wells: I am providing the leadership. I am suggesting to you we have \$23 million more for special ed this year. We have announced a program of early identification. We have changes coming in the Education Act. We've got so much leadership you can't even keep up with it; that is really your problem.

Mr. McClellan: Let's start keeping track of what you are doing in a rational, systematic—

Hon. Mr. Wells: We are already.

Mr. McClellan: You're not.

Hon. Mr. Wells: Sure we are.

Mr. McClellan: There are areas for improvement and we are identifying them for you both on this side and on Mr. Van Horne's.

Hon. Mr. Wells: The only areas that you have suggested that I can ferret out of what we have said today is that you would like to have general statistical information across this province relating to waiting lists on boards and the class sizes in each board—

Mr. McClellan: That's right.

Ms. Gigantes: Don't say "only," that's a lot.

Hon. Mr. Wells: —something which we don't have in our regular reporting exercise at the moment. And I might tell you we don't have that information on a complete scale for the regular school program. I can't tell you the class sizes in every school board—Windsor, Carleton, Metro Toronto—at the present time. If it is decided we should spend all that money that is necessary to establish that statistical information then we can do it.

Ms. Gigantes: Good.

Hon. Mr. Wells: But we don't have it available at the present time and I am not necessarily sure that we should have that kind of information. That is the kind of thing we would ask OISE or somebody to collect for us.

Ms. Gigantes: Why don't you?

Mr. McClellan: Let me just finish this up. While he is looking at it it would be useful to know as well the length of the waiting period. It's very important data to have if you are—

Hon. Mr. Wells: The length of the waiting period of course is going to vary again from school board to school board, program to program and so forth. I would have to get that information from the Toronto board. You are now into a unique problem of a special school board which we would have to get and provide a full report on for you.

Mr. Van Horne: Mr. Minister, I am going to suggest to you that if one average little guy in one little community can put together for a small school board of only 11,000 kids an annual report that covers the whole field of special education as that board sees it, then surely the ministry with its expertise can do the same kind of thing for the province? Call on the resources of the people you have out there.

I am referring to what my board demanded of me and that is an annual report—and I'd gladly give that to you and your staff; here is the 1977 one. I presented the previous one to Dr. Bergman because of some earlier encounters and exchange of information with him for 1976; he did exactly the same thing. To my way of thinking, if you do that, then you are going to have the kind of input you need for such things as class sizes and any little innovations.

In that report you will see one innovation for the London board was a mainstream teacher, a special category of special education teacher, and her function was to be out in the schools so that the kid could stay in the regular classroom with that mainstream teacher. We picked a handful of youngsters and she worked with them in the school setting rather than withdrawing them from the system. That kind of work should be done in every board across the province and your ministry should be the clearing house for it, and that kind of information should be almost demanded of the boards to assist you in what you are trying to do. God knows I'm an average person and if I can come up with that in a matter of a few weeks of work per year, then that should come to you from every board.

Hon. Mr. Wells: I think that's a good suggestion and I commend you on this and what we can do is collect together the annual reports. All I'm pointing out is that when we get them together you'll find there's a vast difference in definition and in the kind of statistical information collected, and it will be difficult sometimes to compare. I just say, with that little hesitation in mind, I think it's quite possible for us to collect all these and to provide them, but they won't necessarily be uniform.

Mr. Van Horne: But that's what we're here for.

Hon. Mr. Wells: But let's not lose sight of the fact that we did provide a very large piece of information on the enrolments by board in the various programs. The impression is left that there's no information at all available. Now we did provide that until we get more.

Ms. Gigantes: Just on that point, do you have comparable print out information for earlier years?

Hon. Mr. Wells: I just want to get this absolutely straight. What you're talking about is how many years. For three years. In other words, you have the one year and we can do the two previous years—we can get the same kind of a printout.

Ms. Gigantes: That would be useful to have.

Hon. Mr. Wells: Of course that would be to correspond with the figures that we gave you—1975-76-77—those total program figures.

Ms. Gigantes: Yes.

Hon. Mr. Wells: There's a printout to compare for each one of those.

Item 2 agreed to

On item 3, schools for the blind and deaf.

Mr. Van Horne: I don't know that we have a lot to question in this area but I'm a little bit concerned about what I understand is a decrease in teachers at the school for the blind—is it the Robarts School? Could you make some comment about a staffing decrease? Is what I hear correct?

Hon. Mr. Wells: You want to know the full complement at the Robarts School—whether there's been a decrease in staff at the school?

Mr. Van Horne: Also, I understand that there's a decrease in the staff at the school for the blind in Brantford.

Hon. Mr. Wells: Yes. The school for the blind went down six—five of the non-teaching staff and one of the teaching staff. That was the decrease at that school.

Mr. Van Horne: Non-teaching being support staff in the academic area?

Hon. Mr. Wells: It's probably residential staff. Two cleaners and two residents, I'm told.

Mr. Van Horne: And the reason for that?

Hon. Mr. Wells: The reason for decline in staff was due to staffing reductions in order to come within our budget of the ministry.

I guess they're going to have to go back and get the staffing information on the Roberts School.

Mr. Neill is here and he is the new superintendent of the school in Brantford, so he's got that information at his fingertips. The non-teaching information doesn't seem to be available now, but we have it.

Mr. Van Horne: All right. We can move on and whenever they come up with the information, we'll gladly listen to the reply.

I would like to go back to our discussion of last year. I realize we spent a little time wondering about the average cost per pupil. I'm wondering if that kind of information is available this year, and if so, how much of an increase there is over last year.

Mr. Neill: The average cost per pupil is calculated out in fee calculation form for those pupils for whom we provide service through other jurisdictions, like a different province or the Indian children supported by the Department of Indian and Northern Affairs. I can give you rough figures on fee calculations. To educate a deaf child in the residential program—this is an average of the three schools—would cost around \$11,500 a year. At the school for the blind in Brantford the figure would be somewhere around \$10,500 per year. These are residential figure costs. You can reduce each of those by about \$2,000 to \$2,500 if you remove the residential component and if these were day-school students.

Mr. Van Horne: Mr. Neill, does that reflect a 10 per cent increase over last year? Have you any idea what the cost was last year?

Mr. Neill: It would not appear to be a 10 per cent increase. It would be something slightly less than that. I think the figures last year were around \$10,900 or \$11,000 so it's about a \$500 increase which would be about a five per cent increase.

[2:00]

Mr. Sweeney: What are the current criteria as to providing educational service at the school for the blind or the school for the deaf versus the service being provided in the home school board? What is the cutoff mark and how do you determine that?

Mr. Neill: Basically the ministry feels that wherever possible, each child should be educated in his or her home community. Where the local board is notable to provide adequate services to meet that child's individual needs in his home community then the option is available to the parents to elect for his or her child to go to one of the four provincial schools.

These are pretty broad definitions, but when you are looking at deaf children in areas where the school board does not have a program specifically for deaf children—and these would be children who were in the severe to profound hearing loss range—a local board, unless it is a very small board, would normally provide services for children in the moderate to mild hearing loss range in a hard of hearing class.

When you are talking of blind children, the cutoff line is usually those children who require braille as opposed to the use of ink print as their main medium of securing an education.

Mr. Sweeney: Has there been, over the last two or three years, a shift so that more students stay with the local board, versus going to Brantford or Milton?

Mr. Neill: Yes.

Mr. Sweeney: On a percentage basis.

Mr. Neill: Yes, Taking a look at declining enrolment across the province over, say, the last four years or so, the enrolment at the schools for the deaf, for example, went down about twice the percentage decrease of enrolment across the province, which indicated to us there would seem to be a shift towards local programming. That would be our expectation of the reason that occurred.

Mr. Sweeney: Given the cost of educating at Brantford or Milton, are the grants given to the local boards sufficient to cover their full cost of operating the programs or do they still have to get money from the local tax base?

Mr. Neill: Are you talking about those boards that do provide a program for deaf or blind children?

Mr. Sweeney: Either for the hard of hearing or those with limited vision.

Is there a sufficient financial incentive based upon your own cost that you provide, to encourage the board to do it?

Mr. Neill: Of course the difference is that when a child goes to the residential school, the Ministry of Education picks up the entire 100 per cent of the cost of operating the program.

Where parents are interested in having their child educated locally, then the special education weighting factor grants come into play, and for those boards who are providing a program in lieu of a provincial program the weighting factor ceilings can be pierced.

It is the only area where the weighting factor ceilings can be pierced—for a local board that is currently, or pretty close to the weighting factor ceiling and is taking over from a provincial program, like Metro, for example.

Mr. Sweeney: All right. Let me suggest a hypothetical situation.

If I follow you correctly, the cost of the program to you is in the \$10,000 range per student. If a local board can offer that program, let us say, for \$4,000 to \$5,000 per student—that is the real cost—would you cover that? Or is there a limit in what you will cover?

Mr. Neill: They would be covered as part of the special education weighting factor.

Mr. Sweeney: That is what I am asking for. I am just picking a figure out of the air; I am not saying that is what the cost is. But if a local board comes to you and says, "We can educate these six kids here and this is what it is going to cost us per student"—\$2,000, \$3,000, whatever it is—would you cover that cost rather than have them go to Brantford or Milton where it would cost you \$10,000?

Mr. Neill: No, that would not be covered in any special grant. It would just be a part of the special weighting factor.

Mr. Cooke: That's the deterrent.

Mr. Sweeney: That is what I am trying to get at. What I am searching for is whether there is a general mood in the province in many ministries, not just this one, to try to get as much service as possible provided in the local community rather than sending the kids out. I know where the schools for the learning disabled come into that picture—but that is the general trend.

In order for it to happen, it obviously has to be financially worth while for the local board or whatever institution we are talking about. How do you justify in your own minds, purely from a financial point of view, that it would cost you \$10,000 to do it, they show they can do it for \$2,000, \$3,000 or whatever and you wouldn't match that? I am trying to take it from a very practical, fiscal point of view.

Hon. Mr. Wells: It is not exactly a case of matching it, but the provision which allows you to claim this under the special ed weight-

ing factor with no particular limit on the number of teachers who can be counted to get extra money under that weighting factor really provides a pretty good incentive to a board. In other words, if it is a program like this and they have even a one-to-two ratio, they can count all those teachers in and it would generate money and it would probably be 100 per cent money.

Mr. Cooke: What about the first year?

Mr. Neill: If you consider that in most local communities we are talking about the six figure, it would be very nice if a local board could get together six children who are in relatively the same age range, at relatively the same ability level; that would be fine. But that does not occur. Where you find a local board with six hearing-impaired children, the children range right from kindergarten level all the way up to grade 12 level. They cover the whole range of ability levels. For a local board to attempt to provide an individual program for each one of those children is almost impossible.

The advantage of the residential school, of course, is that you bring your group of children together and have enough children to be able to offer a variety of programs.

For example, at the school for the blind in Brantford, we have 60 children in the secondary school program. We offer 59 options and I would suggest to you that almost one option per child at the secondary school level in HS1 programs is pretty sophisticated programming. There aren't many boards in the province who can say that.

Mr. Sweeney: Excuse me, I am not quarrelling with what you are doing in the schools. All I am saying is that if you do want to encourage the local board to pick up the service where they can—and I realize the limitations you are quoting—it would seem that your fiscal structure is not sufficiently encouraging for them to do so, unless you can respond in a different way. That is the impression I get.

Hon. Mr. Wells: Let me just add this. The special provision in the special ed weighting factor for these provincial programs—hearing and sight disabled—do start at 100 per cent right away; they don't have the rate of grant built in the first year. So they do in fact provide a fair amount of extra money for the program.

One that comes to mind is the hearing-impaired program that Lincoln has. They have started the program and I think they are quite pleased with the kind of financial assistance they are getting for the program.

Mr. Chairman: Will item 3 carry?

Mr. Van Horne: The staff was going to come back with numbers on the Roberts School. You see there is a drop from 848 total complement a year ago to 822 this year. We have found out where six of these people have gone.

Mr. Chairman: Well, I think we can get that, Mr. Van Horne, without holding up the vote, if you would agree to that.

Mr. Van Horne: It is coming? Thank you.

Item 3 agreed to.

On item 4, educational programs in the developmental centres schools:

Mr. McClellan: I have some questions about the information I had asked for and was given.

Mr. Van Horne: I have a copy of that. The only question I have—then I would defer to Mr. McClellan—is for a review of that situation that developed in London and on which you were questioned by Mr. Foulds and to which you replied. Could you review that for us and perhaps give us some indication of what might happen next year? I think you did indicate there had been a slight tactical error.

Hon. Mr. Wells: Do you want a step-by-step review of what was in mind?

Mr. Van Horne: It's in my riding and a lot of those folks would like to know, not only for the record, what the plans might be for the future.

Hon. Mr. Wells: Let me give the overview: the plans for the future are in abeyance. At the present time we're operating the education component in centres like CPRI and other centres. The thought was rather than us operating the program, that is the ministry hiring teachers by contract and putting them into the centres, the boards of education in the particular areas could take over that function.

CPRI has a catchment area with about 12 boards in it, but the intention I think was in the first instance to make some arrangement with the London board and the Kent county board. I'm giving you my overview of it and it may not be as accurate as that of some of those who are involved in all of the negotiations. I think our staff was moving ahead with the general policy we approved a while ago—of seeing if there were any school boards in the area where these facilities were located that wish to provide the educational programs—and we had the mechanism to fund them 100 per cent under the general provisions we already had in our act,

where we're funding schools and teachers who are placed in various ComSoc facilities and so forth. We could do it that way and let the board be responsible.

That policy has never been a particular favourite of the teachers we employ in the schools and I don't fault them for that. I guess that's a legitimate concern of theirs. They're very concerned this is going to happen and if it does happen, that they be fully informed. Now, as the negotiations were proceeding there were some misunderstandings. In the London area there were some public statements made a little ahead of when the teachers in the actual school heard about these negotiations, to try to get the London board to provide the services, which would have meant those teachers in the negotiations would probably be switched over to the London board.

The problems were such, and I'm not going to attach any blame to them, that I felt the air could best be cleared by breaking off all negotiations and we can start from scratch again some time in the future. The teachers in the school have lodged a grievance over the way the thing was handled. What we'll have to do is get everybody involved together, see if it is a viable policy for CPRI, then work with the various boards and the teachers in the school and so forth, keep everybody informed, and see if in fact there is a way what we want can come about.

The other thing was while we had been thinking about the London Board of Education, your old board, the London Middlesex Roman Catholic Separate School Board also heard about these negotiations. They began to ask why weren't they involved—and I think quite rightly so; they should be involved. To that degree it was our mistake. We should have involved them in it because certainly, while we don't have public and Roman Catholic school boards as such operating within our schools, we do take care of the various programs. We take care of them with different teachers. If, of course, the service is going to be provided by the boards in the area, we've got to be sure that both the public board and the separate board are providing the service.

[2:15]

Mr. Van Horne: That's one of the reasons for raising the issue and I think the third board, the Middlesex county board whose office is almost as close to CPRI as the regional office is—it's just another stone's throw down to High Park Road—it too has considerable expertise. The Middlesex county board has considerable expertise in special

education and education generally. It struck me as very peculiar that some kind of negotiating would go on with one board, the obvious big one, while two other boards in the same locale with equally competent staff are ignored. I'm wondering if that's one of your concerns and I think it should be, if you are concerned about quality. There are those three boards sitting right there. Are you indicating to me now that in future negotiations you will, or the ministry will in fact, be in touch with all three boards?

Hon. Mr. Wells: Oh I would think so, and at the present time actually there are at least 12 boards, who are now—

Mr. Van Horne: I realize that.

Hon. Mr. Wells: —being serviced by the area. I don't think we'll necessarily get into a program where all 12 boards might want to be providing the services in that facility, but I think we'll certainly have to organize and talk to all the 12 boards.

I just want to make it very clear that (a) we want to be sure the service is certainly not in any way diminished but it is, if anything, enhanced and (b) we want to be sure that our relations with the staffs, our own staff, are very properly and carefully handled, not just by the letter of the law but by all the rules of common courtesy, et cetera, and that we also take into account the wishes of all the boards in the area, because it's for them that the service is really being provided.

This is one of the first ones we've got into. I guess we had a little growing pains as we attempted to—

Mr. Van Horne: You're to be commended for backing off at this point in time. I submit there is very good evidence of the willingness of all three boards to co-operate with and through CPRI. I would ask, if you're not aware of CCCY, the Co-ordinating Committee for Children and Youth, that one of your staff look into this through Mr. Goldberg or Dr. Naomi Rae-Grant, who has, along with representation from each of those three school boards and the CPRI staff—Naomi Rae-Grant is at Victoria Hospital—worked collectively to make sure that services are provided for troubled children and youth. There is representation there too from the psychiatric hospital and the courts and again it's a model for you to look at if you're concerned about co-operative effort and providing the best possible service for people who need these services.

I would gladly provide what information I have on that to your staff after the meeting today.

Hon. Mr. Wells: Thank you. We'll keep you informed as events occur in this situation. As it is now, it's all in abeyance. We'll have lots of time to work with all these groups and we'll certainly get our staff to work with this other group you've mentioned. They're very well aware—

Mr. Van Horne: They've been in touch with me. I was perhaps not surprised that it was raised in the House but I was asked by a fair number of staff and some of the other folks out there not to raise the question in the House, but that happened and so be it. I think I've said enough. Thank you.

Mr. McClellan: I had asked the minister to provide me with some information on students in the schedule one facilities, which he kindly did, and I have a couple of questions. My understanding is that you use an I.Q. cutoff of 60 for educable children and 40 for trainable. Is that correct? In other words, how do you categorize students as educable and trainable?

Hon. Mr. Wells: This is Keith Whittaker of our special education branch who has responsibility for these facilities. Perhaps he can give you some of those answers.

Mr. Whittaker: The diagnosis in the developmental centres schools is made by a multi-disciplinary team functioning in co-operation with ComSoc and the Ministry of Education. The determination whether a child falls within the mild range of retardation or into the moderate range of retardation is made by the psychology department and the psychologist.

Mr. McClellan: So there isn't a single test.

Mr. Whittaker: No.

Mr. McClellan: Good. There are, according to my calculations, 710 children under 16 altogether in schedule one facilities. Adding up to the columns on the second page of the handout that you gave to me, the ages of zero to 16 totals 710. On the first page of the handout, the total number of school-age children not in school is 634. It struck me as high.

There may well be a reason for that, but I am interested in knowing why there are so many school-age children in schedule one facilities who are not in any kind of educational program. My calculations give me something in the order of 76 school-age children actually in an education program. Out of the 710 kids under 16, 634 are not in a program. I would like an explanation for that.

Mr. Whittaker: This population, the 634 you are referring to, is a population of se-

verely and profoundly retarded and multi-handicapped children. This population in the community operation is served by developmental day-care centres, not by boards of education. So these children in the centres are served by child-care workers, residential counsellors and other employees employed by ComSoc and/or the Ministry of Health.

Mr. McClellan: Each one of those 634 children would have undergone the testing process and had a program designed for it. Can you assure us of that?

Mr. Whittaker: The Ministry of Community and Social Services has implemented an individual program plan across the province so that every child has that kind of prescriptive program outlined for it.

Mr. McClellan: That is basically the information I wanted to have and I am grateful to get it.

Mr. Sweeney: I have two short questions, Mr. Chairman: Mr. Minister, I notice on page 85 of the outline you gave us, under areas of responsibility, the third one down, "facilitate educational research and co-operative programs of local universities." What does that include? Is it just general research or is there something specific there?

Mr. Whittaker: What we are referring to there is programs in which, under the research and evaluation branch, we are involved with developmental centre schools. In other words, an outside agency might be responsible for conducting the research, but the research would be conducted in association and co-operation with some of our classes and some of our pupils.

Mr. Sweeney: Any particular lines of research there?

Mr. Whittaker: They have dealt in the past with some of our autistic children as well as in the area of tonal communication with the trainable retarded.

Mr. Sweeney: Would this have anything to do with programs that the universities themselves are specifically offering, like the one at the University of Toronto or the University of Waterloo where they have a group of kids up there for developmental purposes? I don't think those kids have any particular handicaps. I am just wondering if there is any relationship there.

Mr. Whittaker: I am not aware of those studies. I don't believe there is a relationship with our schools.

Mr. Sweeney: Would the educational program of a school like the North Waterloo school for crippled children—the Rotary cen-

tre, in other words—come under your jurisdiction or does this come under someplace else?

Hon. Mr. Wells: No, that comes under what we call the section 68 boards.

Mr. Sweeney: What would that come under?

Mr. Whittaker: I guess it would be under supervision.

Mr. Sweeney: Supervision? It is cerebrally-handicapped children mostly.

Hon. Mr. Wells: Probably under the general legislative grant. They are really a school board. They are an appointed school board but they are classified as a school board and there is a grant for them.

Ms. Gigantes: Can the minister or any of the staff that is here comment on a case that was brought to my attention? It goes back over a period of about three or four years. The name of the girl was Pam Dover. She was at the Rideau Regional Centre, in and out of the Rideau Regional Centre.

She finally reached the magic age of 18, at which point, even though there was a commitment to the design of these personalized programs, her mother was told there was no way that any of the programs which the girl needed could be provided at Rideau regional.

I think probably in your ministry files you will find, Mr. Minister, a lot of correspondence on that case.

Hon. Mr. Wells: Pam Dover. Well, we could get that out.

Ms. Gigantes: What struck me was that when there finally was an adequate assessment made, after a lot of involvement by professionals and a lot of energy expended by her mother—the girl was then 18—and in spite of the fact it was quite clear she would benefit from an education program, there was absolutely no one to take any responsibility for that in the education ministry, and the Rideau Regional Centre was capable of providing very little in terms of what she needed in any other kind of way.

What do you think, as Minister of Education, about an automatic cutoff?

Hon. Mr. Wells: Well, in this particular area, I don't think that is a good idea at all. I am not sure what our policy is. It's to age 21; that is our policy generally. Although I recognize we can't mandate it over 21, there is certainly an area here for certain education programs for those even over 21.

I have been looking into some programs for some of the retarded who are older than 21, who moved into the community and who have never learned to read or to write any-

thing and who wished to increase their literacy. This is not necessarily to do with the ministry. This is on behalf of some of my constituents to find out who would look after providing programs for these people.

Ms. Gigantes: Yes.

Hon. Mr. Wells: Interestingly enough, they don't want to go into a secondary school for that program. They are at present organized to have community groups paying for the programs, and they are going into community colleges and it is very successful. But this community group is paying to look after these people.

[2:30]

That is the kind of thing we are going to have to look at, I think, in the future, particularly as these people get into the community. But I got the problem only the other day and I haven't any answers as to who's going to be able to pay for these programs for these adult mentally retarded who want to gain some degree of literacy, which they're capable of doing, I guess.

Ms. Gigantes: You see, the problem in the case of Pam Dover was not primarily a problem of inadequate intelligence in terms of entering an education program. There was also a behaviour problem. There was never a program designed that was going to be able to help her in an intensive enough way, and by the time she got to the age of 18 everybody seemed to heave a sigh of relief and say, "Well, it's too bad it didn't happen before, but it's not going to happen now." That girl clearly can respond to an education program in that institution if it were available to her.

Hon. Mr. Wells: Is she still at the Rideau school?

Ms. Gigantes: Yes, she is.

Hon. Mr. Wells: Let us get her file out and find out what's happened and why, and where she is at the present time and whether there is a program.

Ms. Gigantes: There is no program; that I can assure you.

Hon. Mr. Wells: There's no program?

Ms. Gigantes: There is no program. Not the kind of program her mother was told by all the professionals involved that she needed.

Hon. Mr. Wells: Okay. Well, let's see what we're told when we ask if there is a program.

Ms. Gigantes: I have it from Judge Thomson that there is no program.

Hon. Mr. Wells: Yes.

Ms. Gigantes: It's too bad, it's really too bad.

Hon. Mr. Wells: We'll pull the file. Is there any other information?

Ms. Gigantes: I have enormous files. A lot of it will be in your office already, too.

Hon. Mr. Wells: Dr. Bergman can get the information you've got about Pam Dover and Rideau regional centre.

Ms. Gigantes: Thank you.

Item 4 agreed to.

On item 5, educational programs in the juvenile training centres schools:

Mr. Van Horne: Mr. Chairman, I don't profess to know a whole lot about these particular programs. I would like to ask a very general question of the minister. I have considerable concern about the program in Simcoe and I'm not sure if that is under this category or this heading or not. When that facility was closed, was the funding accommodated partially in this area?

Mr. Chairman: Are you talking about Glendale?

Mr. Van Horne: Yes; and I'm getting an affirmative nod from one of the staff.

Hon. Mr. Wells: There was a Sprucedale School in Simcoe and it's been moved to Glendale. The school is now located in Simcoe.

Mr. Van Horne: Okay. I'm just not sure I have the right handle on this and apologize for not being too knowledgeable.

First of all, let's go with the definition of "juvenile". What is the definition and what is the age range of the people in here?

Hon. Mr. Wells: The children in the juvenile training schools are 12 to 16 years of age. These are the facilities that Community and Social Services operate, but we provide the educational components—the schools in those facilities, just as we provide them in the developmental centres we were talking about a minute ago.

Mr. Van Horne: The explanatory notes indicate this is a relatively new development.

Hon. Mr. Wells: Yes, the training schools were in the Ministry of Correctional Services, and as such they hired the teachers and ran the schools themselves; as a ministry, they ran the educational program in those schools. When the switchover came and training schools came under Community and Social Services, which also have the developmental centres, it was quite logical that we would put the school program in under our program provided in a ComSoc facility.

Mr. Van Horne: That seems eminently sensible. So the complement we have here is really what you have absorbed from wher-

ever in preceding years, is that a fair statement?

Hon. Mr. Wells: Yes, that is right. We received it over time.

Mr. Van Horne: You received these, and we have, really, nothing within education, per se, to compare it with.

What I am trying to get at is a concern about what could be called the ancillary parts of education. When one looks at elementary and secondary schools, public and separate, that is perhaps the main branch; but then we get into the others areas such as schools for the deaf, schools for the blind, educational programs in the juvenile training centres, et cetera.

I have a difficult time trying to understand some of the staffing policies because here we have really nothing to compare it to within education. To go back to the schools for the blind and deaf, we see a decline in that one instance you were able to quote and we are going to get the other numbers, but overall we had in schools for the deaf and blind a decrease of some 26 or so staff.

Again, my understanding in that earlier vote was that there was a mixture of both teaching and non-teaching staff. My understanding in those instances, although this didn't come out in our discussion, is that you suggested a teacher and five non-teaching staff were dropped to stay within budget. I would like to wonder out loud how many other teachers in the remaining three facilities were dropped, and if, as I understand, your student population is staying up, and perhaps there are other people retiring, then what is the total teacher loss in this area, in what I would again call the ancillary teacher facilities that the ministry is responsible for?

How can we justify staff decreases of that magnitude? Again, it is pretty difficult to make comparisons because we haven't, in this instance—

Ms. Gigantes: Are we talking about two categories, called totally trainable and total hospital schools on the enrolment figures we have?

Mr. Van Horne: I am sorry, I am not following you there.

Ms. Gigantes: In the sheet which we still don't have numbered, in answer to Ross McClellan's questions about student enrolment in special education programs, you are talking about the two categories of total trainable and total hospitals?

Hon. Mr. Wells: Which do they relate to?

Ms. Gigantes: He is talking about all other special programs run by the ministry and

what is happening with the staff side. What is the hospital school category? What are you counting in that category in the student enrolment?

Hon. Mr. Wells: We used to call the developmental centres hospital schools, I suspect that is what—

Mr. McClellan: The figures don't match, the figures don't jibe at all.

Ms. Gigantes: Something is really weird.

Mr. McClellan: There were 2,931 enrolments in hospital schools in 1977 on this sheet; and on this sheet the enrolment in schedule one facility is 178 plus 409.

Hon. Mr. Wells: Maybe Dr. Bergman can explain it to us. You are using the year 1977 total trainable?

Mr. McClellan: I just don't know what you mean by hospital schools; or total trainable either, for that matter.

Dr. Bergman: This sheet refers to students in programs operating under the school boards of the province; so you have your total elementary special ed population, your total secondary special ed students, total students in your schools for trainable retarded in the province; and the total hospital schools refers to the developmental centre schools that we were looking at in the previous vote.

Hon. Mr. Wells: But the figures don't jibe.

Mr. McClellan: There are 2,931 in your developmental centre schools on this sheet, but when we were talking a minute ago about schedule one school programs in enrolments, you only have 178 plus 409—that's 178 educable and 409 trainable. We are out by 2,000 plus, so we must have another definition of hospital schools.

Dr. Bergman: In the September report form there is also a section for hospital schools, where boards are providing teachers in hospitals like Sick Children's Hospital where the Toronto board provides teachers for students who are there for short periods of hospitalization.

In addition to that, in the section 28/29 agreements, under the general legislative grants area where boards are operating the educational component within approved hospital facilities under an act of ComSoc or Health, the teachers there, with the students there, are also included in these totals.

Hon. Mr. Wells: Yes. That would be all those community facilities where they put teachers in; yes, that is what it is.

I have some figures here that might perhaps be useful for comparison; the teachers in the schools for the blind and the deaf,

this year there were 281 and there were 286 last year, so that—

Mr. Van Horne: Two eighty-one?

Hon. Mr. Wells: Two eighty-one compared with 286, yes.

Now in the others, developmental centres, 235 last year and 238 this year; this is the developmental centres.

Ms. Gigantes: Two thirty-five last year?

Hon. Mr. Wells: And 238 this year. These are just straight teachers. It doesn't include principal, vice-principal, secretaries, office managers and some of the complement figures.

Ms. Gigantes: How has the enrolment changed during that period? Could we get figures on that?

Hon. Mr. Wells: You have the enrolment on the other sheet here.

Ms. Gigantes: We have enrolments for one year, 1977.

Hon. Mr. Wells: What is the enrolment for 1976? We will get that, somebody will get that. That is the enrolment that compares with the sheet we have just given you, broken down, we will get that.

Ms. Gigantes: Yes.

Hon. Mr. Wells: Then the figure for the training schools is 77 teachers. That 77, probably, we don't have that broken down, includes some principals and secretaries.

Ms. Gigantes: That is 77 in 1977. Do you have 1976 figures?

Hon. Mr. Wells: No, I don't have that. That was in the training schools, I haven't got it handy.

Ms. Gigantes: Could you repeat that?

Hon. Mr. Wells: I haven't got the comparable figure here because the year before, the previous year, it wasn't in our ministry then and I haven't got the figure. It was probably about the same.

Oh no it wasn't; they closed some facilities and I think there was a decrease there, about a year ago, if I remember rightly.
[2:45]

Ms. Gigantes: Can we get those figures from you?

Hon. Mr. Wells: We'll get those figures for you. We'll get you a comparable figure for training schools.

Ms. Gigantes: Thank you.

Mr. Van Horne: You suggested to me when I asked the question earlier about the schools for the blind and deaf—the reduction at Brantford of one plus the five non-teaching staff—that it was to stay within budget. But now, in fact, when we look at the overall

picture, we find there are five teachers fewer, and yet again the numbers of children in these centres are just as high, if not higher, than last year. Is that not correct?

I guess I'm having a difficult time accepting it, if in fact these are very special people with very special needs and the numbers of kids are staying the same or going up. We either had too many staff there in the past or we need money. I'm not really sure that I can follow what you're passing on to me.

Hon. Mr. Wells: I've now got the three figures here for 1976. I'm just getting the 1977 figures. They're student enrolments at the W. Ross Macdonald School in Brantford, 214; the Sir James Whitney School in Belleville, 344; the Ernest C. Drury School in Milton, 373; and the Robarts School in London, 195.

Mr. Van Horne: And that was for 1976?

Hon. Mr. Wells: Yes. This is the published statistical report. You'd have copies of this. I want to get the September '77 figures for you, and that'll give you the comparisons. Maybe we'll get those later, rather than waste time waiting.

Mr. Van Horne: All right. The reason for asking, Mr. Chairman and Mr. Minister, is that I suggested at the beginning we would be questioning the ministry's priorities and if in fact the student population is just as high and the number of teachers is on the decrease, then—

Hon. Mr. Wells: I think you'll find when I get you the figures that the student population is down a little bit and you can justify the slight decrease.

Mr. Van Horne: So you're not just justifying the decrease simply because of the budget or the dollar?

Hon. Mr. Wells: Well, I think, that, basically with the non-teaching people, the budget constraints are a big factor in that; but also, I think, if we wanted to we could justify it on student decline and enrolment. But I'll get you those figures.

Mr. Van Horne: Thank you, Mr. Chairman.

Ms. Gigantes: I just listen with amazement to what the minister is saying on this. It's probably justified by declining enrolment, he says. There hasn't been a declining enrolment in many of these institutions.

Hon. Mr. Wells: No. I'm sorry. I was talking only about the schools for the blind and deaf—

Ms. Gigantes: Oh. okay.

Hon. Mr. Wells: —where there was a decline of about five teachers.

Ms. Gigantes: I'd like to know what's happening in institutions such as at Brookside and Kawartha Lakes, what's happening with the number of teachers in the education programs there. My information is that the situation is pretty desperate in those two institutions. The policies of cutting back on teaching staff that we were beginning to see last year are continuing and they're creating really desperate situations in places such as those.

Hon. Mr. Wells: Mr. Dave Allan looks after these particular schools in the special education branch; maybe he could deal specifically with the Kawartha Lakes School, or any specific problems.

Mr. Allan: I'd like to indicate, first of all, that the Ministry of Education has made no cutbacks in Kawartha Lakes School, neither have they made any cutbacks in Brookside School at Cobourg. The staff has remained the same. We have had population increases in both of those schools, and probably this has come about because of the change in the function and role of the Oakville Reception and Assessment Centre.

We have peaked from time to time in both of those institutions, and we are currently looking at the staffing situation with the possibility of maybe adding staff at both of those facilities.

Ms. Gigantes: How quickly will that decision be made?

Mr. Allan: We are looking at our enrolment statistics, which we have gathered for the year, and what their peak populations seem to be. We are taking those populations and looking at them in conjunction with the guidelines, which are part of the collective agreement between the Provincial Schools Authority and the federation, and trying to look at what is the most appropriate staff level for those institutions; not just for Kawartha Lakes or Brookside but for the whole training school system at large.

Mr. McClellan: You've got populations that have almost doubled in some of these schools.

Ms. Gigantes: They doubled at Brookside.

Mr. McClellan: Brookside has gone from 47 to 80, Cecil Facer has gone from 46 to 72, Champlain has gone from 42 to 50, Kawartha Lakes has gone from 35 to 41, Pine Ridge has gone from 40 to 54, Sprucedale has gone from 47 to 70, and you are telling us that you haven't increased—I am addressing the minister not the minister's staff—you haven't increased your complement of teachers. It is madness.

Ms. Gigantes: They have.

Mr. McClellan: They have increased?

Ms. Gigantes: In some of the schools, but not in eastern Ontario.

Mr. McClellan: If I misunderstood, I apologize. But tell me where you have increased.

Hon. Mr. Wells: I think, as indicated, we are still in the process of assimilating the program and deciding how it will be administered by us at this point in time.

Ms. Gigantes: Yes, but, Mr. Minister, we are looking at a change that was clearly evident, I am sure, by September 1977, particularly in Brookside. There the increase in population is dramatic. Surely the ministry can respond more quickly than waiting until May of 1978 to start talking about somewhere down the line working things out through the contract with the teachers. What does that contract say in terms of how quickly the ministry must adjust its teaching staff to increases in enrolments?

Mr. Allan: First of all, I think we must appreciate that the staffing guidelines are interpreted as being the basic parameters within which we attempt to reach staffing goals. It isn't a shell clause within the agreement, and because of the fluctuation we experience in these schools, I think if you would check your statistics you would see that in some instances the pupil-teacher ratio—even using the basic staffing guideline as it was indicated—was in the vicinity of maybe four to one, five to one. But with the closing of Hillcrest school by the Ministry of Community and Social Services, and with the change in function of Oakville, we have fairly recently had increases in these other establishments.

Mr. McClellan: Does that account for the entire change?

Ms. Gigantes: No.

Mr. McClellan: No, it doesn't.

Ms. Gigantes: There are two institutions where there are serious problems—Brookside and Kawartha Lakes—and we are being told that within some indefinite period of time there will be an adjustment by the ministry. I suggest to you, Mr. Minister, that several months have gone by with these changes and the fact that the ministry hasn't managed to respond yet alarms me; second, we know that the function of the education program is going to change, and in fact it will become more difficult if the program of de-institutionalizing this group of children as much as possible continues. The ones who will be left behind are the more difficult cases. Surely this is exactly the time when you shouldn't be increasing the number of students com-

pared to teachers. That is precisely what you are doing, and you are not even adjusting very fast on your new guidelines.

Hon. Mr. Wells: Let's take a look at this and add to our list the number of teachers. Would that not be a good idea? You haven't got before you the number of teachers in these schools. I don't see it on this sheet.

Mr. McClellan: Okay, that would be helpful.

Ms. Gigantes: That would be helpful.

Hon. Mr. Wells: Why doesn't Mr. Allan read the number of teachers for each of the schools for which we have the pupil breakdown and that will give you a better figure. Do you want to do that Mr. Allan? Start with Brookside school.

Mr. Allan: At Brookside school we have nine staff and one principal; at Cecil Facer school we have 10.5, with one principal; Champlain school, seven staff and a principal; Hillcrest school has closed and its staff have volunteered to take assignments elsewhere within the system to try to alleviate some of the burden that is being created in some of the institutions by the increased enrolment.

Hon. Mr. Wells: How many there?

Mr. Allan: At Hillcrest? We had 6.6 plus a principal.

Mr. McClellan: I would like to meet the point six; maybe he is a friend of the point five at Cecil Facer.

Mr. Allan: Kawartha Lake School, five plus a principal; Oakville Reception and Assessment Centre, 11 plus a principal; Pine Ridge School—

Mr. McClellan: Sixteen?

Mr. Allan: Yes, but you have to go back to September when they had a peak enrolment of 81, and their function was quite different from the function they have now.

Pine Ridge has six plus a principal; Sprucedale school has 10 plus a principal.

Mr. McClellan: Have there been changes in that complement since September, 1977, or are the complements the same in September as they are in May 1978?

Mr. Allan: That is correct, with the exception of Hillcrest which was closed by the Ministry of Community and Social Services.

Mr. McClellan: Right, but where did those 6.6 people go?

Mr. Allan: Four of them have accepted a volunteer assignment to the Guelph correctional centre to work in a project which deals with teaching illiterates how to read. Two have been assigned to the Oakville Reception and Assessment Centre in connection with the

vocational program we are attempting to set up in that school. Two have been assigned to Pine Ridge school, Bowmanville, one in the vocational area and one in the academic and assessment.

Mr. McClellan: The question is, when are you going to adjust the staff in each of the other schools to reflect the dramatic increase in inmate population? I don't understand, it is in parenthesis.

Mr. Allan: The staffing guideline is eight to one.

Ms. Gigantes: They have changed their staffing guidelines; it used to be four to one.

Mr. Allan: And if you take the eight to one and divide that into even the last figure, or any of those figures, you would be able to deduce the present number of students that would work out in each class.

Ms. Gigantes: Could we take, for an example, Champlain school? What was the teaching staff involved there, or staff involved in education programs as of a year ago?

Mr. Allan: As of a year ago, when they were with the Ministry of Correctional Services, there were 10.

Ms. Gigantes: So, in fact, as the program of de-institutionalizing kids goes on—

Mr. McClellan: And enrolments in the institution increase.

Ms. Gigantes: —and the ones who are left behind are obviously the more difficult cases. The guidelines have been such that the teaching staff goes down proportionately and there is an absolute cut in the number of teaching staff as the school population goes up.

Mr. Allan: As I indicated earlier, the Ministry of Education has made no cuts whatsoever. We are presently examining the whole issue of staffing in the schools.

Mr. McClellan: The cuts were made before?

Mr. Allan: The cuts were made by the Ministry of Correctional Services before the schools were transferred to this ministry.

Mr. McClellan: That's called budget protection.

Hon. Mr. Wells: When you look at the total we are actually up only four students over September 30, 1977, to May 4, 1978. There is a variation in schools, but total increase in enrolment is four students for all the schools.

[3:00]

Mr. McClellan: I have to tell you though, that's very surprising. I would have assumed

there would be a substantial decrease. I have to confess I haven't been monitoring this on a month to month basis, but as ComSoc critic I would have assumed, given your policy in that area, there would have been a decrease.

Hon. Mr. Wells: We just have to take care of them if they're there.

Mr. McClellan: Mr. Norton will have to explain that when he is before this committee, but it really is quite baffling and I'm not sure what it indicates. What it indicates will have to be pursued with Mr. Norton. Clearly you're going to have to beef up your educational component if you're not being successful in your de-institutionalization program. If ComSoc is not being able to reduce the populations of the training schools, you're going to have to accept your responsibilities to provide adequate staff ratios.

I'd be interested to know what the inter-ministerial relationships are with respect to this phenomenon we're seeing here. What kind of joint planning is there?

Hon. Mr. Wells: There's all kinds of joint planning and joint committee activity. What I'm not sure is, given the guidelines under which we operate and the contracts that are negotiated and so forth, and the staffing policies, that we are in fact short of staff in any of these institutions. On an overall basis I don't think we are. It may be that in some there needs to be some adjustment, but show me the—

Mr. McClellan: If the guideline was four to one under Correctional Services, and Correctional Services did the usual kind of deke when—

Hon. Mr. Wells: I don't think it was ever four to one.

Mr. McClellan: How long has it been eight to one?

Hon. Mr. Wells: Was it at one time four to one?

Ms. Gigantes: About a year ago there was a change in the guidelines, it was when the transfer was about to take place.

Hon. Mr. Wells: But when we took it over it was eight to one.

Ms. Gigantes: Oh I know your hands were clean.

Mr. Allan: We would have to go back to the 1976-77 collective agreement to discern whether or not the guidelines had been increased and just what the situation was.

Ms. Gigantes: Oh come on, you know what happened with the guidelines. Don't pretend you didn't get all that correspondence from the teachers. Furthermore, we raised it

in Correctional Services estimates a year ago. You're aware what happened, the staffing ratio was drastically reduced and now you're left, in this ministry, with the most difficult cases, and with instituting an education program where you haven't even caught up with your own guidelines in a couple of institutions where the population is increasing and the staff is staying the same. This is incredible.

Hon. Mr. Wells: I gather there is a grievance. You're quite right, there was a change in staffing policy when it was in Correctional Services and our staff may not have been aware of it. I certainly remember it, but as I understand it it's presently the subject of a grievance awaiting a decision.

Ms. Gigantes: What happened with that contract, that ancient contract? What is going to happen in these education programs now? Don't you think it's time you took a serious look at the adequacy of the programs that are going in these training schools and the program's guidelines?

Hon. Mr. Wells: I think that's exactly what Mr. Allan said.

Ms. Gigantes: Review those guidelines.

Hon. Mr. Wells: I think that's exactly what Mr. Allan said we're doing.

Ms. Gigantes: No, Mr. Allan said that the guidelines were being reviewed to see if the guidelines were being met. I want you to look at the guidelines to see if the guidelines are adequate.

Hon. Mr. Wells: I think we also stated that's exactly what we're doing; seeing if the guidelines are adequate, whether the staffing policies are adequate, whether all the programs are meeting what we think are the needs. That's precisely what we will do. Probably we'll just get that completed and we'll find that the population has reduced drastically in these—

Mr. McClellan: Well not if Mr. Norton proceeds with his current lackadaisical pace you won't, the alternatives aren't in place.

Hon. Mr. Wells: He's moving very quickly, I think, in this area.

Mr. McClellan: You are task forcing us to death, but you can't put children in task forces.

Hon. Mr. Wells: No but listen, you're quite right; we are reviewing this, that's precisely what we will be doing, and we'll then have to develop a policy.

Ms. Gigantes: Can we ask for some kind of goal, however vague that goal may be, in terms of time, at this stage?

Hon. Mr. Wells: We're looking at it right now, of course, of necessity from the collective agreement, we also have to look at it from that point; as you realize today you negotiate staffing policies and collective agreements too.

Mr. McClellan: You know the point we're getting at. Don't treat the needs of disturbed children in training schools out of your concern to do well at the bargaining table. Let's separate those things, all right? That's what we're asking you to do, have a serious look at what the proper guidelines ought to be in terms of staff.

Hon. Mr. Wells: I agree we should look at the proper needs for the kids, but we can't—

Mr. McClellan: I don't know why that's an issue for collective bargaining, if you want to know the truth.

Hon. Mr. Wells: Because staffing policies and pupil-teacher ratios are a very important issue in all contracts today, be they here or at regular school board level. That's a very important issue that's part of the bargaining.

Mr. Cooke: I don't think the teachers' federations would mind if you hired more teachers. They just don't want you to go above what you negotiate, they wouldn't mind—

Ms. Gigantes: Mr. Minister, we're talking about a total staff for these institutions, currently, according to the figures you've given us, of 65. I guess what we're trying to say to you is, for heaven's sake if you're negotiating with a group of 65 teachers in a program this important—

Mr. McClellan: Is that what that adds up to?

Hon. Mr. Wells: We don't negotiate with 65, they negotiate together with the blind and the deaf and the developmental centres. There's a group of about 700, I think, who are negotiating.

Mr. McClellan: There's teachers missing, then; you told us there were 77.

Hon. Mr. Wells: No, I said the 77 figure would include secretaries and other staff. I didn't have the breakdown. I have the breakdown now; you've got the breakdown of the teachers so the other complement in this area are ancillary personnel.

Ms. Gigantes: I understand that you're negotiating with a group that is much larger than that. In this particular program I think the number of staff involved is such that you can afford, if you can afford it anywhere, to start really looking at the needs of the program for a few minutes, just long enough to try and make some real assessment.

Forget about how much it's going to cost you in collective agreements. I think from what contact I've had with the personnel in these institutions, their prime concern is not what their wage rate is but what's happening with their work conditions and what's happening with the kids in those programs. If you want to keep some staff who've developed their expertise over the years in these programs, and who really do care deeply about the kids—and these are the most difficult cases that exist in Ontario in terms of an education program so it's very important to keep experienced staff—it's very important to keep the morale high. So when they feel the programs are failing because of inadequate manpower, you have to put what's happening with the program as a priority in your mind and in the mind of the ministry staff, not the ins and outs of the collective agreement and when it finishes.

Mr. McClellan: I think we've made the point on that. Can I ask, though, what percentage of children in training schools, and I'm sorry I don't have my ComSoc stuff with me, are enrolled in a school program? Is it virtually 100 per cent or is it less than that?

Mr. Allan: Not all of the wards of these facilities are enrolled in a school program. Some of them are in group homes, some of them are in treatment centres, some of them are on special leave; and believe it or not, some of them are AWOL. As a result, our numbers do not clearly reflect the total number it could be.

Mr. McClellan: I understand that. What I am talking about is the description of the inside population of a place like, for example Brookside school; those who are not in group homes or in other satellite programs but who are actually living in the school. What percentage of that group of children would be enrolled?

Mr. Allan: I would say all those children who are of school age will be in attendance. In fact, as you can see by the distribution there, within that particular school at the present time we have 21 16-year-olds and three 17-year-olds. The total on the 17-year-olds, of course, would be because of the time at which they actually entered the training school system.

Mr. McClellan: Would they be out of the program?

Mr. Allan: No, they are part of the program. I think the minister has already indicated to you that as long as the child is benefiting from school and wants to attend school he is entitled to that education until he is 21.

Mr. Chairman: Ms. Gigantes, have you completed?

Mr. McClellan: We will be coming back to this, so you can anticipate that.

Hon. Mr. Wells: Back to what?

Mr. McClellan: To the question of the guidelines and the ratios.

Hon. Mr. Wells: Do you mean in these estimates?

Mr. McClellan: No, no; but perhaps in the House or in other estimates, but persistently, I want to assure you of that, because this is rather upsetting.

Hon. Mr. Wells: You would disappoint me if you didn't.

Mr. Chairman: The minister has some figures here. Do you want to go ahead with that?

Hon. Mr. Wells: I have just received the 1977 figures I can give you for the student enrolment. Can I start at Ross MacDonald school in Brantford, is that okay?

Ross MacDonald in 1976 was 214; 1977 it is 215; Sir James Whitney in Belleville in 1976, 344; 1977, 323. Ernest C. Drury in Milton, the 1976 figure I gave you was 373 and the 1977 enrolment figure is 356; the Robarts school, the 1976 figure was 195 and the 1977 figure is 180.

Mr. Van Horne: The accepted PTR that we are looking at is—I am sorry, I haven't got it handy. For the blind and deaf, what would be the accepted PTR?

Hon. Mr. Wells: They have some figures here at a variety of levels, but basically the minimum-maximum is four to six and four to eight; and in the multi-handicapped, three to six and in the aphasic four to six. Now that is in the school for the deaf.

The schools for the blind are presently being studied by a joint relations committee at the minute. I don't have the exact figure here.

Mr. Van Horne: Well check me if my mathematics is incorrect, but I get a net difference of minus 52.

Hon. Mr. Wells: That is about right.

Mr. Van Horne: The total staff difference is less five, so it is attrition as much as anything—I am sorry, not attrition, but for declining enrolment.

[3:15]

Hon. Mr. Wells: As far as the teaching staff goes, there is basically no change except for declining enrolment. But let's be perfectly frank also; again, it assists us to meet some of our constraints in the ministry. We

have had to trim some of those programs as well as some other programs in the ministry, but I don't think the trimming has caused any detrimental effects on the programs in those schools.

Mr. Van Horne: And you are satisfied, I guess, from what you have just said, then, that—

Mr. McClellan: How is it improving them? How does trimming improve them?

Mr. Van Horne: If I may interject, your point is that the enrolment drop is accommodated by the decrease in staff so you are justifying it that way. Not to cover—

Hon. Mr. Wells: After all, you and I may differ philosophically on that, but at some point in time as your enrolment declines you are going to have perhaps a drop in some of the support staff that you use to teach that enrolment.

Ms. Gigantes: I don't think we have any objection to that as a basic kind of notion. What we really object to is cuts that can't be explained by declining enrolment.

Mr. Sweeney: I have two questions, Mr. Chairman. Reference was made just a few minutes back to the Guelph correctional centre. I understand it probably doesn't come directly under this vote, but who does look after the educational components at Guelph? That is where you have the 17- and 18-year-olds.

Hon. Mr. Wells: The Ministry of Correctional Services looks after that educational component.

Mr. Sweeney: Is there any liaison with you? Do they do it totally in isolation from you; or what is the relationship?

Hon. Mr. Wells: They have their own chief educational officer who has been seconded from this ministry and who was one of our educational officers. They pretty well run that on their own.

Mr. Sweeney: When the juvenile training centres were transferred I understand that some of the people the Ministry of Correctional Services had on staff at that time performing teaching functions were not fully qualified teachers and there was a bit of a hassle there. Is that valid or not, and if so, what has been done about it?

Hon. Mr. Wells: Maybe I will get Mr. Allan to answer that. He is familiar with that.

Mr. Allan: When the schools were transferred, the staff which the Ministry of Education received were all certified teachers. We do have still operating within the school, in an instructional capacity, four trade instructors.

These people are employees of the Ministry of Community and Social Services, children's services division.

Mr. Sweeney: What happened to those people who were formerly performing a teaching function under Correctional Services who were not transferred?

Mr. Allan: To the best of my knowledge, Mr. Sweeney, none of the trade instructors' jobs was eliminated. My data goes back two years and we had only four trade instructors within the juvenile system, even under Correctional Services. We still have those four trade instructors, who are not certified teachers.

Mr. Sweeney: What kind of job security do they have, given they are not contract teachers, per se?

Mr. Allan: Since they are not employees of the Provincial Schools Authority, and indirectly then employees of the Ministry of Education, I really can't answer your question. I would imagine they are civil servants, Mr. Sweeney.

Mr. Sweeney: So in other words, at the present time then under ComSoc, that particular function is not strictly education, it is something else. I know education has a very wide meaning, but I mean in the—

Hon. Mr. Wells: You mean the people in—

Mr. Sweeney: Those trades people.

Hon. Mr. Wells: Well, if they are civil servants, these people—

Mr. Sweeney: Are they fish or fowl?

Mr. Allan: It is hard to know really, but as I say, Mr. Sweeney, during that portion of the day when they are involved in the educational unit of the training school, they are under the aegis of the principal and thus under the aegis of the Ministry of Education.

Hon. Mr. Wells: No, I think what Mr. Sweeney's getting at is for classification purposes. Are they classified as civil servant employees of the Ministry of Community and Social Services or are they on our contracts?

Mr. Allan: They're not on our contracts. They're under contract to the Ministry of Community and Social Services.

Mr. Sweeney: But as something other than teachers?

Mr. Allan: Yes.

Hon. Mr. Wells: I think you're aware that the teachers we've been talking about here are, again, in a special category. They are not per se civil servants of the province of Ontario. They are employed by the Provincial

Schools Authority on a contract and they're therefore, I guess, in broad terms contract employees of this government, but yet they're different. I suppose to some people they perhaps would be thought of as civil servants but they're not in the classified civil service staff of the province. They're employed on a teacher contract just like a teacher with a board, but the Provincial Schools Authority, which is set up under legislation, is the employing body.

Mr. Sweeney: Is their contractual relationship with your board, the ministry's board, equivalent to a contractual relationship with a local school board? Is the contract protected in the same way?

Mr. Waldrum: Of the four people?

Mr. Sweeney: No, no; forget about them for the moment.

Mr. Waldrum: Regular provincial school teachers at the regular contract.

Hon. Mr. Wells: Yes. They have the regular contract. They sign a regular teacher's contract with the Provincial Schools Authority and they have their own bargaining legislation that complements Bill 100 that provides that they bargain with the Provincial Schools Authority.

Mr. Waldrum: They have a collective contract as well, just like a teacher in a school.

Hon. Mr. Wells: Yes. They have a collective contract with the Provincial Schools Authority, just like the teachers working for any board under Bill 132. This, of course, allows for them to enjoy all the same privileges and so forth that regular teachers enjoy and that others in the civil service don't have, like two months in the summer—

Mr. McClellan: Who gets two months in the summer?

Hon. Mr. Wells: The teachers who teach in the Provincial Schools Authority schools.

Mr. McClellan: Are these four counted in with the 65?

Hon. Mr. Wells: No, they're not counted in with the 65.

Mr. McClellan: So they're additional to the 65?

Mr. Allan: That is correct.

Mr. McClellan: Are they the only trades instructors in the program?

Mr. Allan: We have four functioning in our programs within the Ministry of Education. Two at Cecil Facer and two at Pine Ridge School, Bowmanville.

Mr. McClellan: I don't get it. Does that mean there would be no trades instructors in the other programs?

Mr. Allan: Excuse me, I'd like some clarification as to where we're going on this whole issue. We have trade instructors. We don't have trade instructors in every school. We have two at Cecil Facer and—

Mr. McClellan: Right.

Mr. Allan: —we have two at Pine Ridge School, Bowmanville.

Mr. McClellan: Right.

Mr. Allan: They are involved in vocational education at those particular institutions.

Mr. McClellan: Right. My question is—I may be confused—are there no trades instructors in the vocational program at Sprucedale School?

Mr. Allan: No, there are not.

Mr. McClellan: Or is there no vocational program—

Mr. Allan: There is a vocational program there, but it's handled by certified teachers.

Mr. McClellan: I see, you use trade instructors in contradistinction to certified teachers, but there would be personnel there who would be teaching trade skills—

Ms. Gigantes: Yes, they're counted in among the teachers.

Mr. McClellan: —who are certified teachers.

Mr. Allan: Yes, the teachers who are certified as vocational teachers are involved in programs elsewhere within the training school system.

Mr. McClellan: Okay, thank you.

Mr. Chairman: Have you completed, Mr. Sweeney?

Mr. Sweeney: Yes, that's all I have.

Mr. Chairman: Shall item 5 carry?

Item 5 agreed to.

Item 6, correspondence education.

Mr. Van Horne: I have a question on the notes on page 94 in our background material book. It is noted that services is decreased by \$321,200, and in the explanation of variance it says, "Increase"—I thought it said "decrease"—"due to the French-as-a-first-language initiative offset by the transfer of provision for temporary help to salaries and a reduction in the level of service."

If that doesn't boggle the mind, I don't know what will. Perhaps you can translate that for me. Does that mean up is down or sideways?

Hon. Mr. Wells: This is Joe Rees, who is the director of the correspondence education branch, and he is going to give you the answer to that.

Mr. Van Horne: Do you understand what

he is saying there? That is the first question, Mr. Minister.

Mr. Rees: Which part of that is mind-boggling, the transfer of the temporary help?

Mr. Van Horne: It is noted as a decrease and then it goes on to say that the increase is due to French as a first language. Perhaps you could just run through the whole thing for me.

Mr. Rees: Since 1968 we have been increasing the portion of the correspondence program that is offered in French, but it has been very small.

In 1977-78 and 1978-79, there is a major new initiative that is developmental in nature to produce additional courses that can be offered to francophones.

Within this total item moneys are provided for development of French-language courses. So that is the first one.

Mr. Van Horne: I am going to stop you there, because what you are telling me is that this increased service is something that would cost money, and yet I see here a reduction. Are you going to go on and explain that this is transferred?

Mr. Rees: The second part is the move. In maintaining the format of the estimates, the temporary funds for GO Temporary and outside agencies were transferred up into the salary account. You will notice the salary account has a significant increase; the majority of that increase is the move of services money into the salary account.

Mr. Van Horne: The \$321,000 you see, and the explanation notes down below where it says services—have you got that page?

Mr. Rees: Yes, I have. I think it is fair to say, too, there is an overall saving that we are going to try to effect in the cost of services.

I should point out that the largest single item under services is the cost of the marking and evaluation of assignments; that is directly tied to the number of assignments submitted and in large part is directly tied to the number of students involved in the program.

We are attempting to effect some careful counselling and trying to select those people who would benefit most from the program, reducing the number of students that are involved somewhat, in order to live within some of the constraints that are a reality.

Ms. Gigantes: Have you got figures on the population enrolment decline you expect?

Mr. Rees: This kind of thing doesn't happen immediately, because you implement these things gradually—

Mr. McClellan: What have you budgeted for it?

Mr. Rees: We have budgeted for a decline that is going to accommodate the amounts that we have in our budget, and we are going to have to fine-tune as we proceed.

We are tied to one program: Our calendar, which indicates our program, operates from September 1 until August 31, and we can't do very much until then, except by way of counselling; so this is an attitudinal problem.

Mr. McClellan: Don't you budget for an anticipated enrolment?

Mr. Rees: Yes, we do. We budget on the basis of—

Mr. McClellan: Give me the figures then. What enrolment have you budgeted for in this fiscal year and what was the enrolment in the previous fiscal year?

[3:30]

Mr. Rees: Our projection was that we were actually going to have a growth which would require additional funds. However, in the past fiscal year we have actually had a decrease in the number of adult applications of 12 per cent; in day school applications a decrease of 26 per cent and a decrease of 16 per cent in the total of new enrolments. Unfortunately—and this is the difficulty in assessing the consequences of this—with this overall decrease in enrolment of 16 per cent over the last year, the number of lesson assignments submitted went down only two per cent.

Mr. McClellan: People are working harder.

Mr. Rees: That's partly true. Also, by selectively enrolling people we are supposedly selecting those who are going to proceed more efficiently through their program. I make no apologies for my lack of accuracy in projecting the activity of students or the numbers that will be involved. It's a very difficult thing to do.

Mr. Van Horne: We are glad you are not doing the evaluation on superannuation, that's another issue.

Mr. Rees: Maybe I would have to make apologies there.

Mr. Sweeney: Just be glad you are not in that.

Mr. Van Horne: May I go back to the question I asked? You have given to me a reason for part of the dollar difference, but there still remains roughly \$321,000. I think you were implying that this is basically an accounting technique that makes the difference look so big. Is that right?

Mr. Rees: There has been \$180,000 approximately of temporary service money that has

been moved from the service account up into the salary account. In the developmental area in the French-language program, the majority of this is done through temporary services because it's a one-shot type of activity. That money would normally have been in services and that's where that action takes place; however, it has been moved up into the salary account.

Mr. Sweeney: Mr. Rees, just so we are all talking of the same thing, the fourth figure down in your right-hand column shows a decrease of \$321,000. That's what is causing the mix-up here. It looks as if, on the one hand you are looking at a decrease of \$300,000, and yet on the other hand you are talking about increases. That's where the contradiction seems to be. Are we on the same wave length?

Mr. Rees: That's right.

Mr. McClellan: It's called double streaming.

Mr. Sweeney: In other words, your explanation says—and it depends on how you read those words—the increase due to the French, which has to be taken together as a phrase, I would say, is offset by the decreases. Your explanation would seem to suggest that you lose so much and you gain so much and it is all even, and yet we show a decrease of \$320,000. You tell us that \$180,000 of it went up into salaries. We are still short another \$130,000, that's where our loss of understanding is.

Mr. Rees: That, again, is a reduction in the number of assignments we anticipate are going to have to be marked and evaluated during the course of the next fiscal year.

Mr. Sweeney: That's where the \$130,000 goes?

Mr. Rees: Yes, primarily. Of that \$1,580,800, almost \$1.3 million is payment to markers, and to our associate teachers for marking and evaluation.

Mr. Van Horne: Now we are getting off into a bit of a side issue. That is an amount of money for marking. May I ask what amount of money is paid for updating courses or rewriting courses or curriculum outlines or guidelines?

Mr. Rees: That's approximately \$80,000, which we pay as a fee for service for outside authors; but we also have additional input from our staff on site. That's exclusive of the French.

Mr. Van Horne: First of all, what would your total be for rewriting or updating curriculum? Secondly, how often is it done? Thirdly, is it done by qualified teachers?

Mr. Rees: The answer to your last question is yes, it is done by qualified teachers; in fact by some of the best we can find. I have some samples of staff that we use with me. In answer to your second last question, how often, each course is reviewed annually, but we hope we can have a course last for five years. That just doesn't turn out to be the case frequently, because of changes in text books, changes in curriculum guidelines and so on.

We have, on our staff a program planning and development section that has nine professionals and a support staff with a graphic design unit. They are responsible for the production of it; so, in estimating costs, we would have to include the salaries of all those people. It's the largest professional part of our staff.

Mr. Chairman: Shall item 6 carry? Mr. Sweeney?

Mr. Sweeney: Unless the other side has questions, I just have one question.

Mr. McClellan: I am getting increasingly nervous about whether or not we'll get to school business and finance. Having watched us on this committee in previous years use up our time on the items that lie there like so many booby traps prior to school business and finance, I am wondering whether we ought to switch to school business and finance and then come back to finish off the other items as we have time available for them. I'm really starting to get nervous, because it's the main chunk of business in this vote and involves almost \$2 billion in funds. It would be good to get to that.

Mr. Chairman: I think, Mr. McClellan, your point is well made. I'm trying to move it along as rapidly as I can. The big item is item 11 and we're now at item 6. The committee, with the co-operation that has been exhibited so far, will get to that item—perhaps not today, but shortly thereafter.

Ms. Gigantes: Mr. Chairman, on the same question, can we determine right now how many hours we have left in these estimates?

Mr. Sweeney: Seven or eight hours.

Mr. Chairman: As of 4:25 today, we'll have exactly six hours left.

Hon. Mr. Wells: Can I make a comment about correspondence education?

I would just like to say that this is a very important function but, in the overall priority setting that we had to do this year, as you can see, we have actually effected a slight decrease in the amount because in setting priorities we felt we had to hold the growth in this area even though we might have

existed with a larger growth than the money will allow for.

Ms. Gigantes: You're talking about 15,000 fewer people enrolled in those courses.

Hon. Mr. Wells: Yes, but I really think there will be no hardship exhibited here. One of the things we want to look at very closely here—Mr. Rees didn't mention it, but I think it has to be looked at—is that when you look at the people who are taking part in the program, you find that the fantastic increases have occurred in the school-age population and not in people who have left school or in people who are away in other countries or scattered throughout the province.

There has been a phenomenal increase in the category of school-age people taking credits here as well as credits in the continuing education program as well as credits in the school program. We have had some comments from principals and others in the school system that perhaps some people are overextending themselves in taking two courses in the same subject during the year and so forth. For some students, there's nothing wrong with that but, on the other hand, we have to look at whether we should be providing the resources for them in this program and then in the school and in continuing education.

Basically, the policy we've tried to set is that if a student wants desperately to have a course that isn't given in his secondary school, he can get it from correspondence education but we will not provide a duplicate of the course that is available in his school and he must take that at the same time. In some of these areas we've been doing a little more looking, and I think we're going to suggest a little more co-operation with the principals in the schools. That will perhaps take care of what might have been the normal increases that we were beginning to see.

In all our review, however, we want to be very sure that no student is jeopardized and that he can't take a course he wants to take and is entitled to take. But we also want to be sure there isn't a lot of duplication going on. We also want to have the money available for those other people outside the school system who want the programs. This is a completely free program. In other words, the lessons are sent out and the postage on the return of the lessons is paid by the ministry, and the textbooks and the drafting supplies are sent out. It is really a very fantastic program and there's something like 76,000 students taking part in it now. But we just want to have a little caution on the expansion this year.

Mr. Sweeney: I still have a question, Mr. Chairman, along the lines the minister just suggested. There was a very serious and, I thought, well-reasoned recommendation in volume five of the cost of education committee, that the whole branch should be done away with; it was seriously in question in terms of such things as the location of the office and the duplication the minister was just talking about. Have you responded to that? I think that's a pretty critical question. To me, it seemed like one of the most damning indictments of several in that report, although I'm sure you have a different view of it.

Hon. Mr. Wells: Our view was that we provide public-supported education at the elementary and secondary levels for students who can go to school; our emphasis is also on those students who can't get an Ontario education because, for some reason, they may be out of the country or in another area, and on those people who want to continue their elementary secondary education but didn't have an opportunity to complete it when they were of compulsory school age. Our feeling is that we still have an obligation to provide that, and that it should be provided as a service paid for by tax money as is the regular system.

We're not providing any university credits or college credits. The program is just in the elementary and secondary area. I think we make a pretty good case for it. It also fills in the gaps where programs are not offered in the schools, particularly at a time of declining enrolment; where financial and other restraints make it impossible for courses to continue, those gaps can be filled by this program.

I have to tell you that we considered that recommendation very carefully. We studied it carefully, but our decision was that this was a very successful program and it wasn't one that should be disbanded.

Mr. Sweeney: What about the location of your offices as described in that report?

Hon. Mr. Wells: I can't recall what their criticism was.

Mr. Sweeney: Basically, what they were saying was that since you're dealing totally with a mailing system, why should you have facilities in one of the highest-rent districts in Toronto? You could use a warehouse down on the waterfront, for all practical purposes. I'm not suggesting that, but that's an illustration.

Hon. Mr. Wells: The reality of the situation is that, as I indicated to you, there are a lot of people of high school age who take

part in the program, and there are a lot of people in Metropolitan Toronto who use the program even though it's a correspondence program. A lot of people come in for counselling and so forth and they've found it very helpful to have an office in downtown Toronto.

As the government looks over all its various accommodation policies at some time it may not be necessary to have the mailing and warehousing function in the same office as a walk-in office. That doesn't always necessarily have to be so and perhaps we could accomplish both ends separately, but the office has always been located in downtown Toronto and it's been found to be very helpful.

Mr. Sweeney: And expensive.

[3:45]

Item 6 agreed to.

On item 7, teacher education:

Mr. Van Horne: Quite briefly, we have some evidence of the ministry's priority here when we hear that the enrolment at the OTEC centres will be limited considerably. However, in the light of the numbers that come jumping out of the interim CODE report—the commission on declining enrolment—on pages 300, 301 and 302 there's a pretty strong indication that the number of teaching jobs available, both at the elementary and secondary panel, is certainly on the skids, on the decrease over the next 10 years. Does the minister have any plans to further reduce if not totally close off the programs at the Hamilton and Toronto OTECs?

Hon. Mr. Wells: You'll recall, I think, when we were discussing this in the estimates last year, or certainly at some time in the last year, I discussed the change in thrust of the OTEC institutions and the possibility they might move into more in-service training functions rather than preservice training functions. I think this is a very necessary role for the Toronto and Hamilton OTECs and something we want to look at.

We can't disband those institutions and then find we really want them later on. We have a good, competent staff; we have the facilities; we know we don't need the kind of preservice training capacity they had. For instance, there will be 818 teachers graduated this year. Next year, between the two of them, there will be 450 teachers enrolled on a preservice basis, but this also allows for that staff to be kept intact and to start to develop some kind of in-service programs that can be offered to the boards particularly in and around both the institutions.

This interim report contains all the statistical and backup data, but as soon as Dr. Jack-

son's recommendations come in, what we're committed to doing is as soon as we get the final report, when I think he will make recommendations commenting on the kind of tables you're looking at and the kind of conclusions that he will come to based on that information, the Minister of Colleges and Universities (Mr. Parrott) and I are going to sit down with the teacher education faculties and, of course, our own people in the teacher education branch and discuss the total picture across the province.

In so far as teacher education is concerned, we really feel we need those final recommendations of Dr. Jackson's based on what he has heard from all the groups across the province. Then we can take a good look, with the universities, which of course have a high degree of autonomy as to what they do with their courses, and decide what the ultimate outcome should be, because I think the universities also see themselves in an in-service training role as well. I guess everybody, now that the need for teachers is declining, sees another role developing and the question is that we develop enough of that potential to satisfy the need but that we don't over-develop the in-service capacity also, which is a danger.

So what I'm really saying is that as soon as Jackson reports, hopefully in the middle of the summer, with his final recommendations, we'll be sitting down with the university presidents and deans and the Minister of Colleges and Universities and I will be seeing what plans they have and what long-range plans we should make for the teacher education programs in this province over the next five and 10 years.

Mr. Van Horne: You've obviously been questioned about various ministry surveys—surveying the teachers' reaction to this without going through the federation executive; have you done that? Or have you been in touch with the—

Hon. Mr. Wells: The teachers' reaction to which?

Mr. Van Horne: To what you're suggesting and that is the in-service training as opposed to the preservice training. I'm taking it, when you say in-service, as sort of an ongoing developmental process for teachers.

Hon. Mr. Wells: Yes. We're looking at a kind of a facility that could provide programs to upgrade classroom teachers in various areas, particularly some of the areas—special ed might be one, multiculturalism, areas like this—that were not a big part of their basic pre-service training when they took it and where they haven't taken a sum-

mer course or some special certificate course in these areas. We have talked to teachers and I think they generally see this as a good thrust—

Mr. Van Horne: Through the federation executive?

Hon. Mr. Wells: Yes, we've had discussions with the federation executive. We also have an advisory committee, a broadly-based advisory committee to our Ontario teacher education college, and that body has recommended this kind of approach to us. In fact, they were the ones who also recommended to us that we limit the enrolment this year to around 400 or 450.

Mr. Van Horne: My concern is that there be an ongoing liaison with them because on the other hand there's been so much emphasis on the Jackson commission. To look at page 361 as an example, in the report, one would have to wonder who's the Minister of Education in the province. Reading from line three it says, "and I will point out further that I expect them to take action," and it goes on and his name isn't Tom Wells. I would hate to see too much emphasis put solely on what Mr. Jackson says, or thinks.

Hon. Mr. Wells: We would agree with you on that. His report will be taken and considered. Hopefully, his final report will be a less weighty volume and will contain recommendations that we can all sink our teeth into. As you know, the teachers' federation has, in a brief I think to Dr. Jackson, indicated it thought the universities and OTEC should turn out or accept about 40 per cent more than the actual need in any given year and that kind of a limit should be placed on the teachers who are trained. Now that's, I think, one of the recommendations that they—

Mr. Van Horne: That's the OTF report, is it?

Hon. Mr. Wells: Yes, I think that's the OTF report, yes.

Item 7 agreed to.

On item 8, professional development:

Mr. Van Horne: I'm sure this is a fair place to ask this question, but it got by me before so I'm going to try it again. Mr. Chairman, if I'm out of order, I'm sure you'll tell me so—if summer program training can be considered part of in-service training, and I'm perhaps stretching your indulgence here. The understanding I have is that enrolment in the special ed summer programs is considerably reduced for the summer 1978; and that places such as York and its EDEX program, or other faculties of education, can accom-

moderate those teachers who wish to qualify in special education. Is it true that special education summer courses operated by the ministry will have fewer people in special ed this year?

Hon. Mr. Wells: I think maybe Mr. Gillies, the director of the branch, could answer that.

Mr. Gillies: Yes. The answer is that there is a reduction in terms of the number of places available for special education in ministry-operated programs. However, at the same time, there has been a considerable increase in the number of places made available to teachers through the universities. In fact, this year we've increased the number of places, by the contractual arrangements that we've developed with the faculties of education, by a substantial percentage.

Mr. Van Horne: And how are the teachers apprised of this; through ministry memos or—

Mr. Gillies: That's right, this year, for the first time, we included in the ministry memorandum to all schools, the full outline of the courses that were being offered by the faculties of education and it has been our habit as well to inform teachers about that through the brochure which describes all of the ministry programs as well.

Mr. Van Horne: The only other question is in regard to the professional development of supervisory officers. This relates to the summer program, does it? Or does it not? No?

Mr. Gillies: No.

Mr. Van Horne: Am I in the wrong place? Okay.

Mr. Gillies: We do supervise the supervisory officers' examination procedure but it's not in the summer program arrangement.

Mr. Van Horne: Okay, what is the reference here then to supervisory officers, decrease of 18,000? What are we looking at there?

Mr. Gillies: In the past it has been the habit of our ministry to have a conference either on an annual or every other year basis for brand new supervisory officers to give them about a three-day in-service program at the beginning of their career in this role. And it has been the habit in the past of paying for their entire travel and accommodation to this event. This year, it was thought that we could make a reduction, while we would carry on in the same vein and with the same general kind of activity, each school board would be expected to pay travel and accommodation for their new supervisory officers coming in.

Item 8 agreed to.

On item 9, student activities and special projects:

Mr. Van Horne: We spent a little time last year talking about the student guidance program. This year we note an increase of \$132,000. The sum of \$100,000, a note indicates, has been added for preparation of a French-language version of SGIS. If that's the case then there's hardly any significant increase in SGIS other than the switching over to make the French available.

Mr. Carnahan: That's right. We're making a French version.

Mr. Van Horne: I got the impression last year that this was being fairly well received. You had indicated to us ways that you had boosted or improved the service and that schools would in fact be using it a lot more. I can't see, when I look at these numbers, that there is a large increase in use of SGIS. Now, that's not necessarily reflected in dollars. Can you tell me, has the service been used more and more by schools in this past year?

Hon. Mr. Wells: I can give you the figures for 1978. There were 410,979 requests of which 300,000 were career information requests. The number of students registered is 607,719 with the service being used by 89,035 students. Last year by this time there were only 202,000 requests. As you can see, there were 410,979 requests this year. That's a good increase.

[4:00]

Mr. Van Horne: May I ask a question about the type of information that is returned to a student if he or she wants to pursue a course, let us say, in dental hygiene? Is there an indication in the reply, aside from stating that the course is available at specified colleges of applied arts and technology, that enrolment is limited to X number of pupils and the number for next year in London, Ontario, at Fanshawe will be 16 students?

Hon. Mr. Wells: No, that's the one component that isn't on the program.

Mr. Van Horne: Are you thinking of putting it on? For what it's worth, I think it's pretty darn critical. If a young person in year three is thinking of pursuing that, he could be labouring under the delusion that perhaps there may be unlimited opportunities for him and that, aside from whatever jobs might be available, there's no problem getting into the course. He could be saying to himself: "All I know is that I have to take these following subjects, make sure that I

pass fairly well and then I'll get my application into Fanshawe." He could come along a year later and find that the only people who might be admitted into the dental hygiene course at Fanshawe are those who have already attended another dental assistant's program at Fanshawe. Then he'd have to say: "If I'm coming out of grade 12, thinking I'm going to go in to be a dental hygienist, I may as well forget it because I'm cooked."

Hon. Mr. Wells: I think that's an excellent suggestion for inclusion. Our people say they are looking at that and at some variations of that kind of information being added. I think that's the kind of improvement we should be making. I also think it's a very vital thing to add in there something about the kind of job outlook in some of the areas, if we have some good hard data. All of it won't be as hard and as factual as, for instance, the supply of teachers that will be needed.

Mr. Van Horne: Stats Canada will have some of that.

Hon. Mr. Wells: Yes. Also our Ministry of Labour is looking at this area. If we can provide this kind of data, both what you talked about regarding how you get into programs, and the number of places that are available and also the kind of job outlook in a particular area where a student may be interested. I think this can be very helpful.

The trouble is people may say it's not accurate. You may predict there will be jobs and when the student finishes the program, there may not be. But within the parameters of how well we can estimate in these areas, I think that's a place where we can improve the system there.

Mr. Van Horne: Your computer facility is broad enough to accommodate these additional pieces of input.

Hon. Mr. Wells: Yes, it is.

Mr. Van Horne: If you're thinking about it, then where do I see some money here for getting on with it? If we are concerned about however many hundreds of thousands of young people there are that are unemployed and the need for an improved apprenticeship program, I have to wonder why the Minister of Labour (B. Stephenson) is heading up the doggone thing.

That was announced in the press a week or so back. That's another issue, this committee to look into apprenticeship programs under the Ministry of Labour. I maintain it should be tied in under the Ministry of Education.

Hon. Mr. Wells: It is tied in, but she's taking on this.

Mr. Van Horne: In the press releases, they hardly give you a mention. It's all Ministry of Labour.

Hon. Mr. Wells: Believe me, the key part of it is getting the Labour people tied into accepting some of the things that happen in the school programs. That's a big part of it in meshing the school programs with the apprenticeship programs, but we'll be a part of all that.

Mr. Van Horne: You had better be because we'll be prodding you.

Hon. Mr. Wells: Colleges and Universities are responsible—

Mr. Van Horne: That's right.

Hon. Mr. Wells: —for the registering of apprenticeships. It's all of us. I think Mr. Parrott's got some things he's going to be saying about this whole area very shortly.

Mr. Van Horne: Good. However, let me go back to the question and that is, if we're concerned about a variety of things—unemployment with our young people; the number of people dropping out of school, and certainly it's one thing that Jackson could get on with, namely finding some ways of keeping kids in school—then let's find out where the money is to beef up this guidance service. Is it here in the budget?

Mr. Carnahan: It's in the budget, there's sufficient—

Mr. Van Horne: There's enough in there to beef up SCIS?

Mr. Waldrum: We've improved the delivery service and done a more effective job in terms of the money we're spending. The money for that is in EDP, and the EDP budget pays for the delivery.

Hon. Mr. Wells: Maybe Mr. Waldrum can explain to you that the money to do the job we're talking about is in the EDP budget.

Mr. Van Horne: Educational data processing.

Mr. Waldrum: Yes, in our data processing budget. In fact, last year we were able to start to deliver the service without a fee on student use and therefore the volume was increased. We've also increased the delivery through what we refer to as co-operative remote job entry sites. It's actually a terminal connected up to our computer operations here at Queen's Park. That is in fact causing us to have some economies. Therefore we've been able to do the type of thing that we've been talking about, by using money that we were spending in another way and putting it into

the SGIS system, and therefore deliver a lot more requests to many more sites, many more schools, using the co-operative remote job entry site, which is really operated by a school board for school boards. It delivers other services for which the school boards pay, either to the remote job entry site or to our computer services operation, such as timetabling. But very simply stated, we're doing a better job with less money.

Hon. Mr. Wells: Mr. Chairman, just before you carry the item, I want to indicate that there is enough money in here to improve the data base along with the data processing money that's there for the other part of the service. The gentleman sitting beside Mr. Carnahan, who's the director of the student activities and special projects branch, is John MacKenzie, who's been added to the staff of that branch to specifically look after the student guidance information service and the whole area of career planning.

Mr. Van Horne: I'm delighted to hear there's enough money; if there isn't, I would suggest you go to the Youth Secretariat branch and unload about five or 10 of those people, save the money from their salaries and put it in here, because it will do more for the young people than that particular activity will.

Item 9 agreed to.

Item 10 agreed to.

On item 11, school business and finance:

Mr. Chairman: That's the big one. Do you want to commence, Mr. Van Horne?

Mr. Van Horne: I'm really not prepared to do anything significant in the next few minutes. I would defer to the members opposite, assuming I get a run back at it on Monday.

Mr. Wildman: Mr. Chairman, I have some questions in regard to the whole matter of the financing of school boards and the problems they're facing now with the curtailing or apparent curtailing of grants or the growth of grants, coupled with the question that has been discussed, I imagine, throughout the estimates, and that is the dropoff in enrolment. That really has brought close to home to me, as I'm sure it has been to most members in various parts of the province. The situation occurs that boards of education often appear to be faced with having to close classrooms, not just because of drops in enrolment, but because they may have a shift of population or the need to renovate older structures, and instead of doing that, they bus kids to newer schools and newer facilities in the area.

Recently in my area, the central Algoma board was faced with a problem like this where they have three schools in an area and they came to the conclusion that they really only needed about two or two and a half schools. Because of their financial situation they came to the conclusion that they could not continue with the numbers of students they had in each classroom, so they decided to bus. That led to a very serious questioning of the board's attitudes and the board's position by the local people. After a petition was circulated and there were meetings held with the board and so on, the people in the area were able to set up an ad hoc committee with members of the board and staff and they came to a compromise.

I would imagine the minister is facing this kind of problem all over the province. I wonder what his attitude is in relation to the whole suggestion that when you have a situation where there are fewer students, as in the Thessalon situation referred to, instead of having the board faced with fewer dollars coming in from the province because of fewer students, it might be an opportunity to have smaller class units and so on. In other words, change the grant structure to enable programs to continue rather than have them curtailed. What's your feeling on that generally, or are you just waiting for the Jackson report?

Hon. Mr. Wells: Yes, I'm waiting for the Jackson report because the whole process he is carrying on was discussion with trustees, teachers, administrators and parents and so forth, as to what they felt about these kinds of issues. I mean, the issue you've raised is one of the issues that is occurring because of declining enrolment. There are a variety of answers to it. You've indicated some of the options that are open and I don't think we can come up with one hard and fast absolute answer that will apply all across the province.

At some particular time, consolidation may be the answer. At another time there may be a way of continuing programs and not closing a school or amalgamating a school. But I don't think there's an easy, single answer. It's got to be looked at first in relation to what are the wishes of the local community.

Mr. Wildman: Okay, I want to get away from just the question of enrolment because I don't think that's central to what I want to discuss here.

Hon. Mr. Wells: You realize, of course, at the minute though enrolment is central to

some degree as far as boards are concerned, because that's the way the grants are structured. It may be that Jackson will recommend and we'll have to look at—and we'll want to look at—some other way of providing grants to the boards other than based on enrolment.

Mr. Wildman: I accept that but I want to talk just a bit about recent changes in the calculation of transfer payments or grants from the province to the boards that have led to some squeezes even in schools where enrolments may not be dropping seriously.

I want to indicate, for instance, the case of the Sault Ste. Marie board. I'm informed that the board now, not specifically because of the enrolment situation but just because they're not getting the kind of money that they had hoped to get from the province, are caught in such a squeeze that they have to choose either between raising local taxes, property taxes, or cutting programs. I don't think that's a unique situation. I would imagine that's a problem that boards right across the province are facing.

[4:15]

In the Sault Ste. Marie situation, I understand, they had the second highest—certainly in northern Ontario and perhaps in the province—rate of property taxes behind Thunder Bay. So the board trustees politically can't request the municipality to raise more property taxes, so they are cutting programs. The programs that are being hit in the secondary panel are languages. I understand the French program has been curtailed and certainly other second languages, which at one time was a very important program in the city of Sault Ste. Marie in that education system. Now only one school offers that.

They are consolidating as much as possible to save as much as possible in the program. More than that, if that is happening in Sault Ste. Marie, how is the problem of grants and the money available from the provincial government for the local boards going to affect the expansion of francophone programs, français programs, even to get to the point where the French language advisory committee in some communities in my area is advising separate French public schools?

In Blind River, for instance, North Shore board has been advised by the French language advisory committee to set up a separate French-language public high school. The North Shore board, because of its financial situation has just said no, they can't do it, even though it might be desirable.

What is happening? Are we going to see a trend across the province that programs that are worthwhile and are already in effect will

be curtailed and consolidated? Perhaps new programs or expansions of programs that might have taken place if more money were available are just not going to occur. Do you see that?

Hon. Mr. Wells: I'll tell you what I do see. I see, of course, a limit on the amount of grant money we have. That is what we are voting on and what this vote is all about. It is about the money that the province is raising on its tax base to transfer to the municipalities.

Mr. Wildman: That's why I'm raising these matters.

Hon. Mr. Wells: Yes. You and I differ—on the amount, that is. I guess the question then is, is that really presenting a hardship to the local areas or not, given the fact—and I am not going to deny it, none of us is going to deny it here—that there is a burden being placed on the local property taxpayer? In Sault Ste. Marie, for instance, I know the burden is there but it is not overwhelming. It is certainly not one of the highest in the province or anything like that.

Mr. Wildman: It is in northern Ontario.

Hon. Mr. Wells: I guess some of the boards expected to get more money from the government than they are getting.

Mr. Wildman: That is certainly true in the Sault Ste. Marie situation.

Hon. Mr. Wells: Our point, of course, would be that the overall economic policies of this province are such that the action we have to take provincially will in the long run benefit all of us. Therefore, any short-term tightening of the belt that has to occur, which undoubtedly will occur, will be to the benefit of all of us. I suppose of necessity that will mean some programs will have to be curtailed since there isn't unlimited money and there isn't an unlimited tax base at the local level available to support that.

I really don't know any other answer at the moment. There's no more money that we can vote to give to the local boards here so they are going to have to cut their cloth to match the resources they have.

I thought I had read recently in the paper that the Sault Ste. Marie board was moving ahead in the area of French and increasing its French programs. I certainly think there is extra money being allocated for French programs and I see boards across this province starting to pick up that money and increasing their programs.

I guess if you want to fault us for it, you can fault us for it, but we have built up the grant legislation and the grant regulation this

year so that it will provide some incentives in areas like French as a second language and some extra help for the French language school system. Those things are built in there and I think that they are encouraging development in those programs.

Mr. Wildman: I understand what you are saying, from your point of view, philosophically, about what the province is doing. But in the long run, or the short run for that matter, I wonder whether it is going to benefit the young people who might have had the opportunity for programs that are going to be curtailed.

For instance, what effect is the economic situation we are facing having with regard to special education? What do you see as happening with special education in terms of what local boards are doing with it? It seems to me those are the first areas where the belt gets tightened.

Hon. Mr. Wells: We discussed this in great detail during the special education vote, and I think we indicated there that there's about \$23 million as part of the special education grant weighting factor that can be taken up by boards through that weighting factor. Although in the first year of an increase or a new program they get their support at the grant rate, it's practically 100 per cent support after that; so, if they put the program in, we are giving special help for those programs.

The only boards that can't take advantage of that at the present time are those boards that are at the maximum of the grant weighting factor. We do have financial resources there for special education, and we are going to be encouraging boards to move ahead in those areas.

Mr. Wildman: The problem appears to be in the first year—you are saying if they bring the program in, there is money available unless they are already at the top of the grant structure.

Hon. Mr. Wells: At the maximum of the special education weighting factor.

Mr. Wildman: But what about the first year? If they are already in a financial bind and they are being advised to tighten their belt, they are not going to bring in a new program or an expanded program because they just don't have the resources in the first year. Isn't that right?

Hon. Mr. Wells: That may be so in some cases. But the money we are making available is such that I think a lot of boards could find the additional matching resources. We are back to the philosophic argument: We are not accepting that the province should pay

100 per cent of the total cost of education at the local level. Therefore, there is a certain local share, and they've got to set their priorities.

Mr. Wildman: But aren't you shifting your burden on to the trustees and saying: "You guys have got to take the flak, because we are not going to raise the money here; we are not going to give it to you. You guys are going to have to do it"?

Hon. Mr. Wells: We both shift it. I've been at about 20 meetings in the last little while, and they shift it all on to me.

Ms. Gigantes: Yes, but you have the money.

Hon. Mr. Wells: They have the money, too. We hear about property taxes, but property tax is not a totally regressive tax. Property tax has to a large degree had a lot of the regressivity removed from it through the property tax credit. The last figures I saw were that 68 per cent or so of the senior citizens of this province don't pay any education tax if you take the amount they get back on their property tax credit on behalf of their municipal tax. They get either the equivalent of or greater than the amount they pay for education on their property tax. To a large degree, we have removed the regressivity for the low-income earner, and property tax provides a degree of accountability at the local level.

People who want more programs have a good lever with which to say to the local board, "Look, we would be glad to have you raise an extra \$10 or \$20 on all our homes in order to provide this special education program that we want in this area, and we know the province will come through with perhaps another \$20 or \$30 to match that \$10 that we raise locally." That doesn't seem like a very bad idea to me.

Mr. Wildman: Are you aware that, as a result of the financial bind that the Sault Ste. Marie board was in this year, they were unable to live up to their class size agreement with the OSSTF; that they almost faced a confrontation? According to the class size agreement, there were 15 more teachers required than the board was prepared to hire or to keep on staff. Eventually they compromised, luckily—for the good of the students at least in the short term—in settling on a figure of five more than the board wanted originally and 10 less than the teachers understood the clause to mean.

If this is not an unusual situation—I don't know how often this is happening—it seems to me that you are risking confrontation right across this province where boards have class size agreements in their collective agreements

with their teachers. If the boards aren't getting the money from the province and are unwilling politically to increase the property taxes, they are going to have to try to get out of those agreements; and you are going to have very serious situations when negotiations come up again if the boards are saying, "We want to take out the class size agreement or we want to change it substantially." The short-term problem is that you are facing confrontations. In the long term, if this is what the boards attempt to do and if they are successful, you are facing larger class sizes.

Hon. Mr. Wells: No, I don't accept that. I think that's what local autonomy is all about. We are all for negotiating terms and conditions of employment; that's part of what a school board is elected for. They sit down with the teachers and negotiate hard class sizes, pupil-teacher ratios and so forth, and then they have to find the resources with which to carry out that contract.

Mr. Wildman: If you don't give it to them, then they either have to get out of it or they have to raise the money locally.

Hon. Mr. Wells: I would accept that argument if I were drastically cutting back, but we are not drastically cutting back. We are still giving them a pretty big share of their expenditures on education.

Mr. Wildman: Okay.

Mr. Chairman: Mr. Wildman, have you completed your questioning?

Mr. Wildman: I have just one short question on another matter, Mr. Chairman.

Mr. Chairman: The minister has a meeting next door and should leave immediately.

Mr. Wildman: Can I ask just one question? It will take about a minute. I would like to know whether the minister and his staff are aware that, even with the extension they finally agreed to fund to the Aweres township public school for the Sault Ste. Marie Board of Education, even with the five extra classrooms you're building this year, they're still going to need two portables next year because of the expansion of the school population in that area. If that's the case, would you please look into determining what can be done in that situation?

Hon. Mr. Wells: What we have to do is look at the long-range projections for that area. We're looking very carefully at every

addition now because, even for some of the ones we approved, we're beginning to find that some of the enrolment figures were a little high. We'll look into it.

Mr. Wildman: Thank you.

Ms. Gigantes: Mr. Chairman, am I to understand that we're stopping at 4:30?

Mr. Chairman: Yes, the minister has a meeting next door which he wanted to go to; so we're going to quit—unless you want to carry on without the minister, which would be rather difficult.

Ms. Gigantes: I can't very well carry on without the minister. My problem is this: As a critic, I am not going to be able to stay past 5 o'clock on Monday, and I'm concerned that I'm not even going to be able to get to speak on this item.

Mr. Chairman: Perhaps Mr. Van Horne would allow you to go on first on Monday in view of that circumstance.

Mr. Van Horne: Sure. No problem.

Ms. Gigantes: Thank you.

Hon. Mr. Wells: We discussed the time at the beginning when the chairman said he had an idea they might sit until 5:10, and we do have—

Ms. Gigantes: I thought that was the agreement.

Hon. Mr. Wells: No, it had never been mentioned to me—

Ms. Gigantes: Oh.

Hon. Mr. Wells: —and I indicated that the cabinet committee on confederation was meeting ACFO next door. I am already an hour and a half late for the meeting. I think we can accommodate all these things on Monday, Tuesday and Wednesday.

Ms. Gigantes: There was a misunderstanding then.

Mr. Chairman: I hadn't checked it out with the minister, Ms. Gigantes; when I did, he indicated to me he had another meeting.

Ms. Gigantes: As long as I'll have a crack on Monday, I'm perfectly satisfied.

Mr. Chairman: I think that can be arranged.

Ms. Gigantes: Thank you.

Mr. Chairman: Just for the information of the committee, we have five hours and 55 minutes left.

The committee adjourned at 4:30 p.m.

CONTENTS

Wednesday, May 10, 1978

Education program	S-503
Special education	S-503
Schools for the blind and deaf	S-510
Educational programs in the developmental centres schools	S-513
Educational programs in the juvenile training centres schools	S-516
Correspondence education	S-525
Teacher education	S-528
Professional development	S-529
Student activities and special projects	S-530
School business and finance	S-532
Adjournment	S-535

SPEAKERS IN THIS ISSUE

Cooke, D. (Windsor-Riverside NDP)
 Gaunt, M.; Chairman (Huron-Bruce L)
 Gigantes, E. (Carleton East NDP)
 McClellan, R. (Bellwoods NDP)
 Sweeney, J. (Kitchener-Wilmot L)
 Van Horne, R. (London North L)
 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)
 Wildman, B. (Algoma NDP)

From the Ministry of Education:

Allan, D. J., Education Officer, Special Schools, Special Education Branch
 Bergman, Dr. G. D., Director, Special Education Branch
 Carnahan, A. T., Director, Student Activities and Special Projects Branch
 Gillies, H. E., Director, Professional Development Branch
 Neill, D. A., Education Officer, Special Schools, Special Education Branch
 Rees, J., Director, Correspondence Education Branch
 Waldrum, G. H., Deputy Minister
 Whittaker, K., Education Officer, Special Schools, Special Education Branch



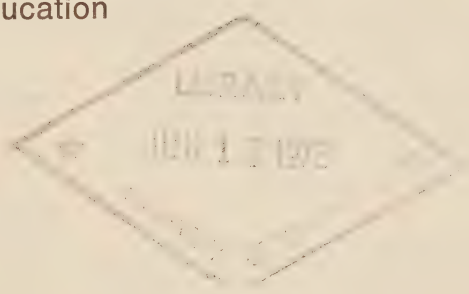
No. S-17

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Education



Second Session, 31st Parliament

Monday, May 15, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. (Phone 965-2159).

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

MONDAY, MAY 15, 1978

The committee met at 3:29 p.m.

ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3002, education program; item 11, school business and finance:

Mr. Chairman: When we adjourned Ms. Gigantes had the floor.

Ms. Gigantes: Thank you, Mr. Chairman. Before I begin my questioning of the minister and the ministry on this particular vote, I would like to put before this committee a motion, if you will find that in order.

Mr. Chairman: I will hear the motion, Ms. Gigantes.

Ms. Gigantes: I would like to move that this committee calls before it Dr. Jackson of the Royal Commission on Declining Enrolment for tomorrow's hearing of the committee. If I could speak to that, I will.

Mr. Chairman: I understand Dr. Jackson is in Halifax. I don't know what sort of problem that presents.

Ms. Gigantes: I would like to speak to it, if I could, Mr. Chairman.

Mr. Chairman: Yes, go ahead, Ms. Gigantes.

Ms. Gigantes: When we raised questions in the House, both on the interim report which Dr. Jackson has so far provided the minister and the public and also about Dr. Jackson's statements in public since the presentation of that report, the minister said to us that it was unfair to call for the resignation of the commissioner before we had a chance to hear him out. I think, since we have this social development committee meeting on the ministry estimates right now, we should go ahead and do exactly that, have him come before us tomorrow if we can arrange it.

I feel the matter is quite an urgent one. I think that if a decision is going to be made about replacing the commissioner he should be replaced quickly because, as the minister pointed out, this work is urgently needed. We certainly need to have more indication that the person who is going to be doing the work is going to be able to pull it together with any useful conclusion, which is more than we have had so far, either in the report

or the public comments of the commissioner. I think, therefore, that the matter is quite urgent, that we should take this opportunity to have an explanation from Dr. Jackson of just how he proposed to pull together the rather floaty—we could categorize it as "floaty"—thinking that is expressed in this report, particularly in the epilogue of the report; and I think tomorrow would be a good day.

Mr. Chairman: Ms. Gigantes, perhaps you could help me. I find some difficulty in accommodating that motion, not that it isn't urgent; I agree with you that it is. I'm just wondering how it can be dealt with under the estimates. We are considering the estimates of the ministry at the moment. We are on the second vote; and then we would be moving on to the third vote. I see no particular difficulty from the chair's point of view in perhaps bringing Dr. Jackson in after the estimate considerations are over, or perhaps even interrupting the estimate considerations and dealing with it in that way. I am just finding some difficulty in accommodating your motion and doing it at the same time as the ministry estimates are being considered.

Ms. Gigantes: Let me suggest this, if I may, Mr. Chairman: There is, as I think has become clear to every member of this committee, a rather direct link between the financial commitment of this government and its view of what should be done about declining enrolment. We have heard from the minister day after day, week after week, month after month, that the cutbacks we are seeing in the rate of support at the provincial level for local school boards and the programs those local school boards are carrying out is due to declining enrolment. That's a view which we, in the opposition, have challenged. It seems to me that if one wants to consider this a very important part of the discussion of the business and finance vote it would be totally appropriate to do that.

Mr. Van Horne: Where was the support on the opening day of estimates? I asked for this on the opening day of estimates.

Mr. Chairman: Mr. Van Horne, I think the—

Mr. Van Horne: A voice in the wilderness.

Mr. Chairman:—point is that, as far as I am concerned, if the committee wants to interrupt the consideration of the estimates and deal with that matter, then I suggest that is up to the committee. I would find it difficult to deal with the matter. I know you have made the point that it really falls under business and finance in the sense that it—

Ms. Gigantes: It's directly related.

Mr. Chairman:—affects enrolment, and that in turn affects finance and the whole financial structure of education, that's true; but I suggest that almost everything else in the ministry relates to finance in one way or another. So I would be quite prepared to consider the matter if the committee wishes to interrupt the consideration of the estimates in order to hear Dr. Jackson.

Ms. Gigantes: I think we had better do that.

Mr. Chairman: You wish to put your motion with that in mind?

Ms. Gigantes: I will put the motion in the words you suggest, Mr. Chairman, and move that this committee interrupt the education estimates and move to hear Dr. Jackson and discuss this question with him as soon as possible—hopefully tomorrow.

Hon. Mr. Wells: Mr. Chairman, in reflecting on this suggestion, this request, this motion, I agree with the member for London North (Mr. Van Horne). He is, of course, quite right. He put forward this suggestion in his opening remarks—that Dr. Jackson appear at these estimates proceedings, and I think my comment then was that it would be better if he appeared after he has presented his report so that we can then question him and discuss with him his suggestions and recommendations; and I think that was a very valid observation for me to make at that time. But in light of the controversy that has ensued this weekend following Dr. Jackson's remarks in London, and my concern that, as the member for Carleton East has indicated, there is urgency to get that final report out, and also that we want to be sure the report is credible when it is presented, I think that perhaps there is merit in, at some point in time—I don't know whether tomorrow will be a convenient day—having Dr. Jackson here to discuss his interim report and other matters with the members of this committee.

It is very important, I think, that the final report be a credible report. I think that was the gist of what I was certainly trying to say in the House: that while I personally, at this point in time, feel that the report prepared

by Dr. Jackson is still—and can be—credible, I suppose the events of the next few days will really tell whether in fact that is going to be so or not. Because if large segments of the population in this province don't feel that a report that he presents is credible, well then it is not going to help any of us.

We want to see what the feeling is on this. Personally, I feel that the only way members of this committee can make up their own mind is to talk to Dr. Jackson. I don't think that trying to transmit secondhand thoughts from him, or going by newspaper accounts of remarks or interviews with him, is a very good way to form those kind of opinions, although that is, indeed, how most people will form their opinions of him or what he has to say.

So I wouldn't object to doing this if this is what the committee would like. The only thing is that I do know he was planning on being in Halifax all this week. Whether we can get him down here tomorrow or not I would have to check.

Mr. Chairman: Could you leave that to the chair and perhaps the minister, Ms. Gigantes, to try to get him here tomorrow?

Ms. Gigantes: If it is at all possible.

Mr. Chairman: First of all, do you want to continue speaking to the motion? I should have it in writing but I think all of the committee recognizes the import of it and the thrust of it.

Ms. Gigantes: Could I ask a procedural question, Mr. Chairman? What will your response be if it turns out not to be convenient for Dr. Jackson tomorrow? What alternatives can we arrange within the intent of that motion?

Mr. Chairman: I presume that perhaps you are suggesting another member of that commission appear before the committee?

Ms. Gigantes: No. Is there any way this committee can arrange for an alternative time to talk to Dr. Jackson?

Mr. Chairman: I think we can, absolutely; I think that could be arranged. I can speak to the House leaders and we could arrange another time this week. I recognize the urgency of it. I know that the member wants to have the matter dealt with this week if at all possible, and I would do my utmost to do that.

Mr. McClellan: I just wanted to make one short comment to the chair to the effect that it's absolutely essential that it be Dr. Jackson himself. There's no problem, I think, with the staff of the commission who have produced some very excellent work. The problem is in

the epilogue, which was written by Dr. Jackson himself and which has led, in many of our views, into the very bizarre material in the London speech this weekend. Secondly, there's a problem with the very bizarre material in the appendix, which again is the work of Dr. Jackson himself. It is Dr. Jackson we want to talk to.

Mr. Chairman: The minister has indicated that it's a one-man commission and that there's no point in having any staff appear before the committee.

Mr. Van Horne: Mr. Chairman, we do meet on Mondays, Tuesdays, and Wednesdays. I would suggest, because of the scheduling of other things for Thursdays and Fridays for the next few weeks, if it's at all possible that it be on one of those three days, either this week or next.

Mr. Chairman: First of all, can we deal with the motion?

Hon. Mr. Wells: Could I just ask one procedural question? Are you suggesting there be a meeting apart from the estimates to talk to Dr. Jackson? In other words, we're going to finish the 20 hours of estimates and then have Dr. Jackson down to talk further. In this case, as you've indicated, Mr. Chairman, I guess it's up to you and the House leaders. A motion of the House would be necessary for that kind of procedure.

The other procedure, of course, is that we do it within the estimates time and it would be at your discretion. I suppose we really don't need a motion if we can get Dr. Jackson down here, just as we've had Dr. Pitt and others we can have Dr. Jackson here as one of our people for discussion with you, if this is what you wish.

Mr. Chairman: I would really prefer that the matter be dealt with outside the estimate time. If we can arrange it for tomorrow, fine. We can interrupt the estimates and go on from there. If we can't, we'll just have to play it by ear and do the best we can.

Mr. Breagh: I think you should reinforce the point that prior to finishing this discussion of the education estimates, the committee would want the opportunity to have him appear at a formal committee meeting. I didn't hear any proposal from anyone here to have a casual chat in the hall, in the lounge or anyplace else, but that it is important to do so formally in front of the social development committee.

If that means that you can't get him here tomorrow, if that's inconvenient awkward or whatever, and you seek consent from the House leaders to continue on Monday after-

noon to do it, then that's fine. Tuesday, I guess, would be the first occasion when you could schedule it again. It seems to me you've got two alternatives to present to him: either get here tomorrow or get here next Tuesday afternoon. That seems quite agreeable as long as it's understood that it's in the context of being called before the committee. It is to be done in a formal way and it's not meant to be an informal chat.

Mr. Chairman: That point's well taken, Mr. Breagh.

Ms. Gigantes: There's one other point, Mr. Chairman. My understanding is that unless we talk to Dr. Jackson in the context of considering the estimates, however we arrange that, the discussion will not be printed in Hansard. Considering the fact that the minister has said it's important that we get direct quotes from Dr. Jackson instead of taking media accounts of what he is saying, I think it will be very good for this committee to have it in black and white.

Mr. Breagh: That is the point exactly. We would like to have the discussion on the record, and the means for us to do so would be to do it sometime during the course of the estimates debate. You can either interrupt proceedings or you can hold it as an addendum, a kind of last vote thing. Any mechanism of that nature is fine as long as it's done properly before the committee and on the record. I think that's fair for all sides.

Mr. Chairman: It can be done on the record, Mr. Breagh, if the committee requests it.

Ms. Gigantes: Okay.

[3:45]

Mr. Van Horne: You mean it can be done for the record separate from the estimate's time?

Mr. Chairman: Yes. So are the committee members aware of the motion?

Mr. Van Horne: The motion said "to interrupt," Mr. Chairman.

Hon. Mr. Wells: We're into the procedural end of this, which I suppose should really be arranged by the House leaders and their staff. But having listened to the gist of the conversation, if by "interrupt" you mean we're going to interrupt the estimates, talk to Dr. Jackson, then go back to the estimates, I see nothing wrong with that except the time taken with Dr. Jackson should reflect in the total time of the estimates, it shouldn't be an outside time. In other words, if we add for Dr. Jackson, we end up with 22½ or 23 hours for education, I think that would

be a reasonable kind of approach. Would the committee agree with that?

Mr. Chairman: I think in terms of the wording, Ms. Gigantes, your wording is "to interrupt" and if you added, "or otherwise arrange" that would cover that problem.

Ms. Gigantes: Yes, that's fine.

Mr. Chairman: Now we're into the matter of whether or not the time or part of the time should be allocated to the estimate consideration. I'm wondering, if Dr. Jackson can be brought here tomorrow, which would mean there would be an interruption in the time of the estimates, if we could consider it on the same basis as we did with the OHIP matter, where we took half the time used and applied it against the estimate time; would the committee agree with that? It seems like a reasonable approach.

Mr. Van Horne: There is a problem, though, Mr. Chairman. Let's say we can't get him until next Wednesday.

Mr. Kennedy: We'll get him when we can.

Mr. Chairman: Mr. Van Horne, if we can't, the estimates will be completed at that time and it will be in addition to the estimate time.

Mr. Kennedy: Or "otherwise arrange" would cover that point.

Mr. Chairman: Or "otherwise arrange" would cover that point.

Mr. Kennedy: Let's get him here, that's the main thing.

Mr. Chairman: That's right. Is the committee ready for the question?

Motion agreed to.

Mr. Braugh: Would it be possible to get an indication by the end of the afternoon as to how conceivable that is?

Hon. Mr. Wells: Yes.

Mr. Chairman: Yes, the minister tells me that is possible.

Ms. Gigantes: Mr. Chairman, in discussing this particular vote, I'd like to take the minister back over questions raised in my introductory remarks when we began these estimates and ask him to comment on the general level of provincial support going into education. I'd ask him to comment on the analysis that has been done at the Toronto Board of Education, which indicates that at the elementary level there has been an absolute decline in per pupil funding. I stress per pupil, because we're not talking about something here that is associated with declining enrolment.

I'd also like to get his comments on what is happening to core curriculum as we in-

crease the amount of moneys that are being allocated to special programs and those moneys are subtracted from the general legislative grant figures available to the local boards of education. Could he also comment on the analysis contained in the OTF brief to the Jackson commission which indicates that for a cutback in provincial funding either the curtailment of expenditure at the local board level is drastic or the tax increase has to be drastic.

In particular, I'm asking for his comment on the analysis within that OTF brief that indicates that if over a three-year period there's an increase in education cost of 10 per cent to the local board, and at the same time the level of provincial support is dropping, as it has since 1975 from 61 per cent to 53 per cent of total education expenditures, the result of this will mean the provincial government saves 5.2 per cent of its share of contribution to the general cost of education in the province; and a local board, trying to make up that loss, will have to raise the tax burden by 34.3 per cent.

How can the minister justify his comments that boards have not been increasing their tax collections at the local level when article after article in the current present is indicating increases of 13 per cent. We are dealing with increases across the province; 18 per cent in Kingston, 18 per cent for the Peterborough separate board—in Kingston we are talking about the Frontenac County Board of Education—Parry Sound 8.2 per cent, the east Parry Sound board; eight per cent in Sudbury; 20 per cent in Niagara; and this is with the Nipissing Board of Education—

Hon. Mr. Wells: Are they mill rate increases?

Ms. Gigantes: Yes, they are. I would like to know how he can justify his claim that local taxes for education purposes are not rising beyond reasonable levels and that boards are refusing to raise their taxes. It seems to me from these indications that boards are indeed raising their taxes, and in some cases by very large percentage increases.

I would also like him to comment on the analysis paper prepared for the Jackson commission and for the Ministry of Education by David K. Foot of the Institute for Policy Analysis of U of T, called *Resources and Constraints, Public Education and the Economic Environment in Ontario, 1978 to 1987*. I would like to refer him specifically to comments of Mr. Foot—I don't know if it's Dr. Foot—on page 26 in which he talks about the decrease in current funding for the

short run; and on page 31 in which he indicates the long-run outlook.

I will give you a direct quote: "The outlook for school boards in both the short term and the medium term is not encouraging, and becomes even more discouraging if the provincial government continues with its spending restraint program, thus constraining transfers to the local level."

Those are the elements of the points I raised at the beginning of these estimates on which I would like to have some direct comment from the minister in specific terms.

Hon. Mr. Wells: Perhaps the best way to handle this would be to have the member state the area she wants to discuss first and then we can go into it. She went over about five different areas.

Ms. Gigantes: Yes; first, the general level of provincial support for education costs as we see them in this province, because it has gone from 61 per cent in 1975 to 53 per cent in 1978 and the prognosis as far as we can see from the analysis that is available to us at this stage, from such papers as Mr. Foot's, is that it's going to be worse in the future.

Hon. Mr. Wells: Well, of course, Mr. Chairman, I can't tell you what the future policy is going to be. Presumably we try to make available as much money as is possible in transfer payments under this vote.

This is the vote where provincial taxing revenues—from the income tax, sales tax, sale of liquor and tobacco, corporations tax and all of the other multitude of provincial taxes which contribute money to the consolidated revenue fund—are paid out to school boards for their programs. The amount depends on two things: the needs of the school board and the municipalities concerned and the government fiscal policy. Therefore, because we do have an annual budget and the Treasurer presents this once a year, there is a development of an annual fiscal policy. Our long range policy, quite simply stated, is to provide as much support as it is possible within the budget and fiscal economic policies of the province to municipal government, and hence to school boards.

That is a platitude, but it is one that we have always tried to live up to. It reflects itself in the fact that the amount in general legislative grant has indeed always increased. I was just looking at some figures here, and you are quite right, of course, that we are paying, we estimate, 53.4 per cent of the total expenditures on elementary and secondary education by way of these general legislative grants. That is down about a little more than one percentage point from last year,

which was down about one percentage point from the year before.

Significantly, it was only in those days that we had the education ceilings that we were able to arrive at the kind of absolute 60 per cent figures that we predicted and which indeed were the fiscal policy of the province at that time.

Ms. Gigantes: So what you are saying is that the school boards did better when there were ceilings?

Hon. Mr. Wells: What I am saying is that either they did better or we did better, or we were all able to control the figures. I guess the converse corollary of that is that when you have an open-ended program at the other end, it is very hard to pay a fixed stated percentage of it. It means that our fiscal policy then becomes a very open-ended one, which is one that cannot be accepted in this day and age and the kind of policy that the Treasurer (Mr. McKeough) has in this province. In other words, open-ended programs, which mean that you don't know until the end of the year what your expenditures are going to be, are not acceptable in the fiscal policy that we have at the present time. Do you follow what I am saying?

Ms. Gigantes: Oh yes, I follow what you are saying, but that is really quite irrelevant in this discussion.

Hon. Mr. Wells: It is not irrelevant.

Ms. Gigantes: It is totally irrelevant.

Hon. Mr. Wells: What it means is that no matter what a school board spends, you would commit yourself to a given percentage of that.

Ms. Gigantes: It doesn't mean that at all.

Hon. Mr. Wells: It does if it is an open-ended program.

Ms. Gigantes: We have never had open-ended programs. The school boards always come to you with their budgets. There is nothing open-ended. You tell them how much money they are going to get and then that is what they get. There is nothing open-ended about that process and there hasn't been for years.

Hon. Mr. Wells: That's right, there isn't. That is what I am saying, there can't be.

Ms. Gigantes: I have not asked you whether there should be. That is an irrelevant answer, Mr. Minister, because what I am asking you is when was the policy decision made. What input did you have in it that moves the province from a commitment or a support level of 61 per cent in 1975 down to 53 per cent in 1978? How can you argue, as you have for months, that this is associated with declining enrolment?

Hon. Mr. Wells: What I am saying here now is that in reference to the percentage we pay as a total percentage of the expenditures on education in the province, unless there is some control on somewhere in this system, we probably would never arrive at the percentage; or if we did we would be in a total open-ended situation which wouldn't be possible for us to live with. In other words, there is no way I could say: "We are committed to paying 58 per cent of the cost of education; you school boards set your programs and then we will pay 58 per cent of that."

[4:00]

Ms. Gigantes: How do you know that it is going to be 53 per cent?

Hon. Mr. Wells: We know that it is going to be 53 per cent because we are paying 53 per cent of what is the grant ceiling at the present time. You are suggesting we pay 60 per cent of the grant ceiling.

Ms. Gigantes: That's correct, you could easily say that you will pay 60 per cent, that is a policy decision.

Hon. Mr. Wells: If we did that, the percentage—I'm sorry I may have left you with the wrong impression and I think I did. If we were to pay 60 per cent of the grant ceiling as opposed to 60 per cent of the total cost, or 60 per cent when we had total ceilings, it would probably end up as 58 per cent of the total cost of education because there is money spent above the grant ceiling.

Ms. Gigantes: That's fine. It would be a lot better than 53 per cent, wouldn't it?

Hon. Mr. Wells: Certainly it would, if we had the money. Yes, that's quite right.

Ms. Gigantes: What you are saying is that the policy decision really is contingent on what Mr. McKeough's policy is about balancing the budget.

Hon. Mr. Wells: It is not Mr. McKeough, it is the government's fiscal policy. In other words, the government, in its wisdom, you see—I'm sorry, can we which?

Ms. Gigantes: Can we trust that you argued against that policy decision within your ministry?

Hon. Mr. Wells: No, all you can trust is that I argued to get as much money as possible for education.

Ms. Gigantes: Did you tell Mr. McKeough what was happening to the level of provincial support?

Hon. Mr. Wells: It is not just Mr. McKeough, this is the total government. The Treasurer, in developing his budget, mainly

deals with the overall policy and all the ministers of the government and the cabinet as a whole have an input into what the expenditure levels for each ministry will be.

Ms. Gigantes: Did you use those figures in arguing with your cabinet colleagues, Mr. Minister?

Hon. Mr. Wells: I use every figure and everything that is possible. But given the fact that this is the amount that we come up with, we then defend this as the policy of the government.

Having said that, let me give you these figures: From the year 1970 to 1978, there has been a 123 per cent increase in expenditures. In that same period, there has been a 133 per cent increase in the general legislative grant. In local taxation, 1970 to 1978, there has been a 115 per cent increase. The percentage increase in equalized mill rates, however, in public has been 34.6 per cent, in separate, 32.3 per cent from 1970 to 1977; and in secondary, 56.6 per cent—for an average increase in equalized mill rates, from 1970 to 1977, of 43.9 per cent in the province.

Ms. Gigantes: How is it that when you look around the province and see year after year boards that have to go to a 15 per cent increase or an 18 or 20 per cent increase? Can you explain that with all your averages?

Hon. Mr. Wells: Because there were periods when there were decreases in mill rates, as I indicated to you before, in the early 70s. When you average over 1970 to 1977, the increase in mill rates is significantly lower than the increase in expenditures and the increase in general legislative grants.

Ms. Gigantes: I suppose I am interested in talking about what I would call the relevantly current period. I am talking about the period from 1975 on, but we start to see a real withdrawal of provincial financial support for the education system of this province. You can say that there have been increases, but I think it is very important, Mr. Minister, that you analyse what the effect of the distribution of those increases has been within your own general legislative grants. As you have increased the amount of what I would call "tied aid" within those general legislative grants in special programs which have full public support, support for the core program is falling off at a very rapid rate. I think the figures I gave to you from the Toronto board deserve your serious attention.

We are talking about a decrease in per pupil grant for the core program in the Toronto board, between 1976 and 1978, of 7.5

per cent. That is a per pupil grant in just the normal school program. It is down 7.5 per cent in three budgetary years.

Hon. Mr. Wells: This is the Toronto board, not the Metro board? I don't think for Metro as a whole that is so.

Ms. Gigantes: This is the Toronto board. It is a very striking example. I have not had the time or the energy to call around other boards and ask them to go through that particular kind of analysis. I think if you call other boards, you would find the same kind of thing is happening to the core programs and that for the amounts of money on a per pupil basis that are going for core programs it makes absolute sense.

Intuitively, it's right to expect that. You're tying more and more of your general legislative grants to special programs, and the amount of increase for the core program is nowhere near meeting the cost of inflation. The direct result of that is the layoffs of teachers, which we shouldn't be having; and the cutting back of programs, like library services and all kinds of other services, which we have always considered vital and which we've been proud to be able to build up. You know that's happening. Programs are being cut and people are being laid off where they're needed in the core program.

It's also happening in the special programs. That's a different discussion.

Hon. Mr. Wells: The interesting thing here is that unlike some of those mill rate increases which you have indicated, the mill rate increase in Toronto is significantly lower than what you have indicated. It's three and a half per cent in Toronto. I quote here from a statement of Mr. Gerald Phillips, chairman of the Metropolitan Toronto School Board. This is a quotation from the minutes of the Scarborough Board of Education.

In expressing his satisfaction with the budget situation across Metro, Mr. G. L. Phillips made the following comments: "It is not only a good short-term budget but also a good long-term one. As compared with a capital program of \$1 million last year, this \$8 million is available. In spite of a drop in the level of support for education from the province from 35 per cent in 1975 to 23 per cent in 1978, it has been possible to keep the mill rate increase down to 2.7 mills, or an increase of 3.5 per cent over last year."

Ms. Gigantes: Yes, but the fact is that the general level of support on a per pupil basis from the province is going down.

Hon. Mr. Wells: We're not debating that. All that I'm debating with you really is the fact that as far as Metropolitan Toronto is

concerned, if it had wished to have more resources available, it could have raised an extra mill and had a significant amount of money available and effected some of the programs that you're talking about.

Ms. Gigantes: You know how we feel on that subject.

Hon. Mr. Wells: I know.

Ms. Gigantes: You know how we feel about the situation that the Toronto board faces within the Metro board. I don't think it's terribly to the point to get into a long discussion about that problem, since you've already laid out your policy and we'll have to fight that on a very specific kind of battle with you. I just think it's very important for you to find out what is happening to the core programs around this province.

It's not only in Toronto that we're hearing about these things happening. One doesn't often find large public complaint about what's happening. I can tell you why too. Some of my friends are school teachers, and the only way I can find out what is actually happening within the school system is to talk to them. What they're doing is working hours beyond their contract because they know if they don't do that, they're going to lose a music teacher in the school. It's put to them in those terms and they accept it on those terms.

Hon. Mr. Wells: Right.

Ms. Gigantes: The second kind of thing that's happening is the library program gets cut. The librarian gets dropped and the teacher who had been teaching in a classroom is moved to the library. Class sizes are going to be going up if this continues. I believe them to be going up now. I think the ministry, and you as minister, should be carefully monitoring what the effects of this regime are at the classroom level. I really and truly believe that the program you are instituting, with all these rosy kinds of comments about them, is a financial program that is seriously going to affect the quality of education. I'm not satisfied to hear you talking about maintaining the quality of education. There was a lot of room for improvement in 1975 in terms of classroom size, particularly at the primary levels.

Hon. Mr. Wells: Can you excuse me for one second? I'm trying to get Dr. Jackson to straighten things out. I'm sorry I interrupted the member for Carleton East.

Ms. Gigantes: I think you got the gist of what I was saying.

Hon. Mr. Wells: You were asking about the total grant per pupil, were you? In Metro or in Toronto?

Ms. Gigantes: I'm talking about the core program. Once you subtract all the tied aid that you have tied into those general legislative grants from your blooming 4.79 per cent increase per pupil at the elementary level, over the last three years you have an absolute decrease in the per-pupil funding on a percentage basis. It has gone down 7.5 per cent.

Hon. Mr. Wells: No, that wouldn't be right.

Ms. Gigantes: I've got the figures right here.

Hon. Mr. Wells: It says here—this is from Metro—that the total grant per pupil in elementary schools will increase by 1.07 per cent and in secondary schools will decrease by 0.78 per cent in 1978.

Ms. Gigantes: That's correct, Mr. Minister. You know the difference between a core program and a total grant, don't you?

Hon. Mr. Wells: Yes.

Ms. Gigantes: Okay. I'm talking about the core program. The ordinary kid, without any hangups, handicaps or anything else, has suffered a per-pupil grant decrease of 7.5 per cent in this period.

Hon. Mr. Wells: But some of those programs impact upon that child, and I'm not sure that it's a relevant figure to look at the core figure alone.

Ms. Gigantes: If you can find a more relevant figure, I'd very much appreciate it.

Hon. Mr. Wells: What is the effect of that figure? I think that's what we have to look at. Has it changed the class size and pupil-teacher ratio?

Ms. Gigantes: Has it? Do you know?

Hon. Mr. Wells: I would suggest it probably hasn't.

Ms. Gigantes: I would suggest it probably has. The indications from the areas across this province—I get letters every day, and I'm sure you do; in fact, I'm sure getting copies of the letters to you—

Hon. Mr. Wells: I get letters from individual cases and, when you check them, there may be one class in one school that has increased in size for a certain reason, but then you find there are smaller classes than ever before. When I look at the total figures for elementary, I see that it has remained significantly static; there was maybe half a pupil difference from 1975 to 1977 in pupil-teacher ratio.

Ms. Gigantes: I'm being told by teachers, by parents and by board members from various areas of this province that classroom sizes

are increasing. They give me specific examples. I should have gathered them all together for you. I think they're all in your file.

Hon. Mr. Wells: That doesn't prove anything. For every one that increases, one decreases. We went into this a long time ago—I guess five or six years ago, when the ceilings came in. The fact is that we heard not less but more complaints in the 1973-74 era, when the ceilings were in; and in 1975, when we were paying 61 per cent, nobody was happy then. There was no happiness because we were paying 61 per cent of the cost of education. We were still hearing all these horror stories.

We studied the class sizes for every classroom in all the schools in Toronto, and we worked out the averages and so forth. Sure, there were high ones in certain schools for a variety of reasons, but there were also an awful lot below the average. You and I never hear from the people who are in the small classes. We only hear from somebody who happens to be in a large class, and you really have to find what the reason for that is.

Ms. Gigantes: If, with a level of 61 per cent provincial support in 1975 and a system of ceilings, you were getting a lot of complaints when local taxes were rising up to 30 per cent in some areas, what do you expect is happening now? Do you think maybe people have given up talking to you about it?

[4:15]

Hon. Mr. Wells: No. All I am saying is that there has never been any Utopia, and if the complaint isn't about more money from the province the complaint is that we are limiting total expenditures on education. Now 1976 was a bad year but 1975 was not a bad year as far as mill rate increases were concerned. Quite frankly, I can't recall any year in the last six years I have been minister when people haven't been complaining about the amount of money available for education. It's a chronic, perpetual complaint and it always will be. Probably it's a healthy thing that it is. It keeps us all on our toes and continually striving to get as much as possible.

Ms. Gigantes: Mr. Minister, I would not advocate putting oil on every squeak; I don't advocate that, but when you look at the general level of funding this province has provided for the total cost of education and what is happening to per-pupil grants in the face of pretty severe inflationary pressures, and that goes right down to the cost of pencils these days, as you know, the analysis

indicates that it is foolish to assume anything less than a 10 per cent inflation factor per year in costs such as school costs.

Hon. Mr. Wells: We didn't count that high in our calculations.

Ms. Gigantes: The analysts do.

Hon. Mr. Wells: Somewhere between 7.5 and 8.5 we figure.

Ms. Gigantes: People like Mr. Foot have some level of expertise in looking at these things. He is severely upset. He describes the current decreases as "stringent," and he describes the coming decreases, that are forecastable if this government continues looking at the Edmonton commitment the way the Treasurer seems to prefer, as being really grim. Can I quote to you from one page of his analysis?

Hon. Mr. Wells: Yes.

Ms. Gigantes: I don't have the date when it was submitted, I received it in early May. This is from page 26: "The short-term outlook for the education section in the province is for a 10.9 per cent growth in legislative grants, or a 5.4 per cent growth in total assistance to school boards, including superannuation payments, in 1977-78, and a 4.8 per cent growth in legislative grants, or a 7.4 per cent growth in total assistance, in 1978-79.

"Given the inflation projections outlined in section 2 above"—which he did quite carefully—"these grant payments represent a real increase of approximately three to four per cent in 1977-78, and a real decrease of approximately two to three per cent in 1978-79." What he is assuming—and he gives a long analysis that documents the reasons for his assumption—is the inflation rate of about 10 per cent in the costs of schooling.

I also bring to your attention, Mr. Minister, since you quoted a glowing letter from Mr. Phillips—

Hon. Mr. Wells: No, it was a quotation from the minutes of the Scarborough Board of Education of a report.

Ms. Gigantes: Let me just read out a few sections of a letter addressed to you on April 20 from Mr. Phillips: "The total grant per pupil in elementary schools will increase by 1.7 per cent and in secondary schools by 0.78 per cent in 1978. The ordinary grant per pupil in elementary schools will increase by 2.45 per cent and in secondary by 1.01 per cent. It is obvious that the provincial support on a per-pupil basis falls significantly below the inflation-related cost increases.

"It represents a serious deterioration in the basic provincial-local government cost sharing for public education in Metropolitan

Toronto. It is inevitable that this deterioration in the level of provincial support will have a similar effect on the ability of this school system to maintain existing levels of effectiveness in education."

He says in another section: "It is incredible that once again the grant plan for 1978 ignores declining enrolments entirely. It is not enough to say that something will be done when the commission on declining enrolments reports." God help us.

Hon. Mr. Wells: But you get the point of what I have just said to you and quoted to you from Mr. Phillips' other comments? I have this letter, and I have discussed it with the Metro board. As I say, it stacks up with all the other letters that Metro have presented, even when we were giving 61 per cent, on an average, in this province, when we had ceilings. There has never been a time when Metro haven't felt that they were somehow not fairly treated.

Yet that other quotation from the report of the Scarborough board indicated that the Metro board feel they have struck not only a good short-term budget but also a good long-term one. I think it has to be recognized, and I think the point I made to the Metro board was that if there was to be any more money available to Metro it would have to come from some other part of the province. They certainly wouldn't want that, because the total grant we have is as it is in these estimates—\$1.971 billion.

Metro, while they are talking about these decreases in provincial grants and rate of support in provincial grants, have still been able to set probably the lowest mill rate increase budget in the province. On the one hand while they are after us because of our policy in regard to grants, they are telling everybody else that they have done such a great job in striking a budget.

Ms. Gigantes: They are looking to be re-elected, I assume—wouldn't you assume?

Hon. Mr. Wells: I would assume so. But all I am saying is that if they needed more money for the school system, there was more local money there that could have been had, probably, if they desperately needed it. I think some of the Metro boards probably felt they have a very good budget and that there isn't any more money needed. I am sure my friend from York East could tell you that the York East board even has the feeling they are being forced to spend a little more money than they really want.

Ms. Gigantes: That's one of those peculiar Metro problems, I'm sure.

Hon. Mr. Wells: It isn't a peculiar Metro problem; it's just that there are boards that have been able to develop programs in a little more frugal way than the city of Toronto. If you go over the records for the past 100 years, Toronto has always felt that it must spend the most money on education of any place in the province of Ontario, and—

Ms. Gigantes: Mr. Minister, I don't think it is fair of you to describe the situation in those terms at all.

Hon. Mr. Wells: Well, it is, I've lived here.

Ms. Gigantes: If you look at the special education programs in East York you would know why. You would know why if you looked at the special ed programs in Toronto—even though they have had to cut back.

Hon. Mr. Wells: A lot of people who live in East York wouldn't want to move to Toronto, I'll tell you.

Ms. Gigantes: That's fine; they can stay there. It's fine. Could you comment, Mr. Minister, on the analysis that was done by the OTF?

Hon. Mr. Wells: I wanted to say there has always been the feeling in the city of Toronto that they should spend more money than anybody else in the province. Whether rightly or wrongly, this is the assumption—that the quality of education in Toronto depends upon the amount of money you can spend.

Ms. Gigantes: Could you comment on the analysis done by the Toronto Teachers Federation in its submission to the committee on declining enrolments? Particularly the analysis that indicates what will happen to the sharing of education costs under a situation where over a three-year period there is a 10 per cent increase in costs and the provincial government drops its funding support from 61 per cent to 53 per cent.

Hon. Mr. Wells: Have you got the exact recommendation? We haven't got the report.

Ms. Gigantes: They recommend that you don't do this, of course.

Hon. Mr. Wells: Don't drop our support.

Ms. Gigantes: Don't drop your support. They say that the result is that the provincial government will save 5.2 per cent on its share of education costs, and the local board will have to up its tax burden by 34.3 per cent just to maintain the existing system.

Hon. Mr. Wells: I'll let Dr. Benson, who is one of our financial experts, comment on that.

Dr. Benson: I don't have the brief in front of me; but it is the same question, really,

that was in the Metro brief addressing the overall rate of decrease. The one area which the OTF brief didn't look into was the growth in local assessment, the ability to pay at the local level, which changes those figures quite significantly. This is really what happens within Metro. Even though the percentage rate of support has decreased because of the property assessment growth, the overall increase in mill rates is not as great. It's actually quite minimal.

Ms. Gigantes: This is not a case they worked out in terms of Metropolitan Toronto, you understand. This is an analysis based on the structure of the grant system, as the ministry has operated it.

Dr. Benson: I'm just making the observation, though, that it's the same for the province. It's specific to Metro. It's also comparable for the whole province. There is an assessment growth in the local property tax base which wasn't reflected in that analysis, but which also has to be taken into consideration—in determining the accuracy or the impact of those figures.

Ms. Gigantes: The property values have gone up. I just think that at a point when these boards that the minister didn't seem to know about are increasing by 18, 15, 20 per cent—

Hon. Mr. Wells: Oh, we know about them. I've got every board here, and I can read you them all, if you'd like the estimates of their mill rate increases. They're all in the book here.

Ms. Gigantes: I think that when you say to us, as you have many times in the past, that boards are complaining for no good reason, that they're increasing their mill rates by 3.4 per cent—or whatever figures you use on whatever particular day you're using the example—you're really sloughing off the facts of the case. These boards have had increases in past years too. I don't care about what the general rise in the level of property values across this province has been. The averages don't interest me. They don't interest the people who have to pay these rates, and they don't interest the school board members who have to—

Hon. Mr. Wells: No, but they affect them. You can't understand or talk about the grant system without appreciation that that's one of the factors of it. You have to take into account assessment growth, that's part of the way the system works.

Ms. Gigantes: Yes, but there's no use doing that on a provincial basis. You really have to look at what is actually happening

in various communities with their school boards.

Hon. Mr. Wells: I was just looking at the figures. The percentage of personal income that's represented by local taxation has gone from 2.1 per cent in 1973 to 2.3 per cent in 1978.

Ms. Gigantes: And that's rent.

Hon. Mr. Wells: Or as a percentage of gross provincial product, from 1.6 per cent to 1.8 per cent.

Ms. Gigantes: Okay, one could argue that kind of argument around the bush. You know what's been happening to the distribution of income in this province at the same time. It's useless to talk about overall percentages.

Hon. Mr. Wells: We can all go around and look for various figures to prove whatever case we want to put. That, I suppose, is the fact of the matter. If we're writing a brief or putting forward a case, we get those figures which best suit us. All I'm trying to—

Ms. Gigantes: This case that I have put forward is not a case associated with any particular board. This is a case that analyses what happens to the provincial funding—and what has to happen to local mill rates if there are the factors that are outlined.

Hon. Mr. Wells: But Dr. Benson has just indicated that they left out some factors in putting forward that thesis, and that therefore it is not completely correct. Is that not right?

Dr. Benson: Yes.

Hon. Mr. Wells: That's what Dr. Benson's indicating.

Ms. Gigantes: The level of property values in Peterborough has gone up 18 per cent in the last year. I'd like you to tell me that the level of income in Peterborough has gone up that much. Is that what you're saying?

Hon. Mr. Wells: No, Dr. Benson is saying that—

Ms. Gigantes: But that's the only thing that's relevant—when you look at Peterborough.

Hon. Mr. Wells: —in taking into account that assumption in that brief, you have to look at local assessment also.

Ms. Gigantes: Incomes may well have gone up in places like East York, they haven't in Peterborough. They haven't for a significant part of the population, particularly the part of the population that's out of work.

Hon. Mr. Wells: Peterborough, of course, is one of the areas that's had one of the higher mill rate increases.

Ms. Gigantes: Peterborough is just one I mentioned. I just happened to thumb through these clippings last week. There's a whole list of them. Kingston, 18 per cent; are they that much richer in Kingston these days?—Parry Sound, 8.2 per cent; are they 8.2 per cent better off?

[4:30]

Hon. Mr. Wells: But you have to take a look at the factors that cause this. As I recall, the Kingston board has been in to see us and the Peterborough board is coming in to see us. One of the problems, as I recall Kingston, was that they applied reserves in 1977.

Ms. Gigantes: Why did they do that?

Hon. Mr. Wells: In order to hold the mill rate at a certain level they had a reserve fund. That automatically puts them doubly behind over the year before. As our figures here show, they had a 1.26 reduction in mill rate in 1976. There were some factors in that that didn't apply to 1978, and when those compounded together came into play they had a higher mill rate increase this year. Some of those factors were under their control rather than under our control. I would have to ask them why they wanted the 1.26 decrease in 1976.

Ms. Gigantes: Have you looked at what's happened to employment in Peterborough? You might guess from that.

Hon. Mr. Wells: I am sorry, we are talking about Frontenac now. We were talking about Kingston before that. I have met the Kingston board.

Ms. Gigantes: Frontenac is not exactly booming either these days.

Hon. Mr. Wells: What I am saying is you can't look at a percentage increase in mill rate in isolation without getting into the total budgeting process of the board; to examine why that occurred and what were the factors that went in to make up that increase. Sometimes it's because of a very low mill rate increase for a variety of reasons the year before. That then means they have got to doubly increase their mills in order to meet the budget the next year.

Ms. Gigantes: On the same basis, I would say you can't just look at the general increase in property values across this province and the general increase in value of money across this province over the last year and say it looks all right and it all fits; it doesn't fit. These increases don't take place in the same places at the same time.

Hon. Mr. Wells: No, and we don't. What Dr. Benson was saying, as I recall it, is that

the assessment figures have to play a part in arriving at the kind of provincial grant support that goes to an area. Therefore, they play a part in what happens at the local level on property tax.

Ms. Gigantes: If a board was reluctant to raise its education taxes by 10 per cent last year because of what's been happening in terms of property values and incomes in that area, you can't blame them. You can't turn around and say last year they fluffed it so this year they are going to have to pay but on the average it works out around the province; it doesn't work out that way. In fact, this analysis in the OTF brief indicates exactly what happens. Your ministry saves over a period where there's an inflation factor of 10 per cent and when your level of provincial support is going down as it has. Your ministry saves and the amount of that saving has to be multiplied by six to be made up through local mill rates.

Hon. Mr. Wells: In writing that statement however, Dr. Benson is saying, they didn't take into account the growth of assessment at the local level, which may make it easier to pick it up at the local level than they have indicated. That doesn't mean that it's easy, but I'm just saying it's a little easier to pick up.

Ms. Gigantes: There are a lot of local levels in this province, and you are aware of them, where it's not the least bit easier to raise money now than it was in 1975. You know that.

Hon. Mr. Wells: Sure I know that. I know it isn't easy to raise money, period, now. Let's take the hypothetical case that we were to do away with the property tax for education and raise the \$1.5 billion in some other manner. Who in this province would want to pay in that other manner? We all sit here and say lots of people would, but I tell you that you probably wouldn't even vote for it in the House if we were to bring in a bill to do that. You would say: "I am sorry. We want you to pay 100 per cent of the costs of education, but we certainly don't want the sales tax increased, we don't want the income tax increased or we don't want something else increased." You might say: "Take it all out of the corporation tax or from the resource industries or something," but we know that kind of money isn't there. Who wants to pay more money at all for public services today? That's really what the question boils down to.

Ms. Gigantes: No, that is not the question at all. The question is who should pay.

Hon. Mr. Wells: It is the question.

Ms. Gigantes: It's not the question of who wants to pay but who should pay.

Hon. Mr. Wells: I submit to you that's the problem. We all want better schools. I want better schools, I want quality education, I want good fire service; I want everything and I want the government to provide it well, but I don't want to pay for it. That is really the question today. Every time you turn around somebody says in order to save our country economically we've got to cut government expenditures. Everywhere you go, that's the theme. Right?

Mr. McClellan: You are going to the wrong places.

Ms. Gigantes: That's the theme you like to play.

Hon. Mr. Wells: That's the theme that every reasonable economist around seems to be pushing today. It doesn't matter where you go, people are saying it's the extravagance of governments that has caused part of our economic problems.

Ms. Gigantes: I don't happen to believe that.

Hon. Mr. Wells: All right.

Ms. Gigantes: A very small part.

Hon. Mr. Wells: I don't believe it as completely as some people believe it. I also believe we have to show restraint in government spending and keep it within a certain level and get the percentage of gross provincial product that is spent in the public sector as opposed to the private sector down to some degree if we are going to recover some of the economic stability that we want in this province, given that we accept the kind of free market system that I accept and most of my colleagues in this room accept.

Ms. Gigantes: I will accept that as your policy, Mr. Minister, but within that general policy framework what you are doing as a member of that government is saying that the priority of education in this province is changing. It is being lowered. It is not getting the kind of support it should be getting.

We know you have been trying to meet increased needs in terms of all kinds of special programs. You haven't been able to meet them decently and the core support that you are giving is dropping in some cases at the elementary school level on a per-pupil basis.

Hon. Mr. Wells: It isn't really, because although I haven't got the figures here I suspect that the percentage of gross provincial product being spent in the public sector, particularly the provincial public sector, is going down a little bit, the percentage of the

gross provincial product being spent on education has gone up a little bit.

Ms. Gigantes: No, it hasn't.

Hon. Mr. Wells: It has. I just quoted the figures here. I'm sorry, it has stayed exactly the same. It hasn't gone up but it has stayed exactly the same. It has stayed at 2.7 per cent. In 1978 we estimate it will be between 2.6 and 2.7 per cent. That is the percentage of the gross provincial product represented by the total budgetary expenditures on education. Granted, there has been some shift in the percentage between the general legislative grant and the local share.

Ms. Gigantes: Quite a bit.

Hon. Mr. Wells: Quite a bit, a little, whatever.

Ms. Gigantes: Sixty-one per cent to 53 per cent in three years is quite a bit. As my colleague points out, that is seven per cent of \$1.5 billion, which is quite a bit.

Hon. Mr. Wells: Which is seven per cent?

Ms. Gigantes: The level of provincial support. I will conclude my questioning, Mr. Chairman. I think what is happening is quite clear. I think the minister understands our objections to it. I don't know whether to ask him to make a better effort to try to reform his Treasurer.

We do feel that the level of provincial support for education should go up, but it has fallen off to a disgraceful level in 1978 and it is likely to get worse in the definition of the Edmonton commitment à la McKeough. We are not satisfied with that. We are not satisfied seeing property taxes take on a larger percentage of those costs. We would move to increase provincial income taxes for those purposes.

Mr. Grande: When are you bringing in a bill? You said you were going to bring in a bill and we wouldn't support it. When are you bringing it in?

Hon. Mr. Wells: Bringing in a bill?

Mr. Grande: To change the structure of who pays in education?

Hon. Mr. Wells: No, I said if we were.

Mr. Grande: Oh, but you are not?

Hon. Mr. Wells: No, we are not. But I said if we were, we would have to raise the money somewhere and you probably wouldn't vote for it.

Mr. Grande: Try us.

Hon. Mr. Wells: Now, your colleague has just said she would vote for a bill to increase income tax to pay for education.

Ms. Gigantes: That has been part of our philosophy and written policy for years.

Mr. Van Horne: Mr. Chairman, I would like to make an observation. First of all, I want to say that I concur with the member for Carleton East in her concern, and I believe the concern of the OTF, about the decrease in the grant rate to the schools in the last couple of years and what would appear to be a trend to further decrease. However, those comments have been examined and re-examined, and I would like to move on to another area or two—

Hon. Mr. Wells: Could I interrupt you just before the member for Carleton East goes?

I understand it is not possible for us to get Dr. Jackson here tomorrow, but we could get him here Wednesday, if he can make the plane arrangements and so forth. Would it be agreeable if we try for 1 o'clock Wednesday?

Ms. Gigantes: Fine.

Hon. Mr. Wells: All right. Thank you very much. Sorry.

Mr. Van Horne: Mr. Minister, you were questioned last week in the House on studies done by the ministry, and at the time of the questioning I don't recall getting any specifics from you in your reply.

I would like to start with that this afternoon and ask a question in the light of this report, which came from the committee on alternative approaches for the financing of education in Ontario in June 1977. One of the recommendations in that June report is that the Ministry of Education should conduct a study of alternative methods of equalizing the financing of unapproved ordinary and extraordinary expenditures by school boards.

Are you able to tell us whether you are acting on that recommendation and whether this is one of the half dozen studies that you are reported to be doing now?

Hon. Mr. Wells: That committee on alternatives in education financing is going to be undertaking that study, and it is needing to do that study. It is not one of the studies that has been done at the present time.

Mr. Van Horne: It is not one of the ones that you were questioned on in the House?

Hon. Mr. Wells: I am not sure what you are talking about.

Mr. Van Horne: The member for Rainy River—

Hon. Mr. Wells: Oh, no. They were not studies of this nature; they were opinion-sampling studies. This study is continuing. That committee is continuing. It is meeting

at the present time to look at the apportionment of property tax reform as it would affect the education system, the proposals that were put forward from the working group of the municipalities and school board people. The committee is looking at that specifically as it would affect education and then it is going to move on to that recommendation there.

Mr. Van Horne: I would like to go on, then, with another question. I am going to refer to an article from the London Free Press, and you may not have had the opportunity to see it yet.

The comment was made in last year's estimates that approximately 82 per cent of the cost of separate schools is being paid for by the provincial government, and you were kind enough to supply us with information about funding for all of the boards, both public and separate.

[4:45]

The article in the London Free Press of May 9, however, brings to light a bit of an inconsistency. I would like to read this and get your reaction to it. It suggests that "London's Catholic ratepayers are being overcharged to give county separate school supporters a tax break according to accountants. Unless the London and Middlesex Separate School Board changes its taxation practices, city ratepayers will get stuck with an increasingly heavy share of the county education costs." That was said by Ken Johnson of Touche and Ross Company.

"There isn't a ratepayer in the city of London who couldn't challenge the way they are overlevied," warned one of the trustees. 'County taxpayers got a \$53,591 tax break in 1976 at the expense of city ratepayers', said Johnson. 'The figure almost doubled to \$102,617 in 1977'."

I'm leaving out parts of this.

"The underlevy in the county stems from the board's policy of matching its tax rate to the one set by the Middlesex county public board. Because the Catholic board spends more per pupil than the county but levies the same taxes it's running up a deficit."

I think you can get the gist of the problem from that little bit I've read. Apparently this problem isn't unique to London and Middlesex separate school ratepayers but also occurs in other jurisdictions in the province where there is a large community and then a surrounding rural area. Has your administrative staff taken a look at trying to accommodate that kind of problem?

Hon. Mr. Wells: Perhaps Dr. Benson can explain how that works and why it comes about.

Dr. Benson: We have not analysed it specifically. We became aware of it from the newspaper clipping which was forwarded to us from regional office. We are now in the process of analysing it more fully to determine if in fact the statement is accurate. As you stated, the general policy of many separate school boards is to match mill rates in different municipalities. It could certainly have this impact; we haven't analysed it completely to determine the effect.

Mr. Van Horne: It certainly does. If they are spending less, perhaps, than the city of London public board on the one hand and yet more in the county on the other, or vice versa, whichever the case may be, there are resulting inconsistencies.

Dr. Benson: Of course that is only one side of the issue. In this case we are addressing revenue sources. One would really have to analyse it completely and look at expenditure patterns. For all we know a disproportionate share of the expenditures may stem from certain schools in the county or vice versa.

So I think one has to do a full analysis, look at both the expenditure side and the revenue side, before making any judgements with respect to the accuracy of that conclusion.

Mr. Van Horne: Certainly the boards would appreciate that. On the weekend I had the opportunity to speak with some trustees, and also with the director of the London-Middlesex separate school and it is a concern for them. I hope you will get a reply back as soon as possible. That would be available, I assume, after the estimates are complete. Would you see that I get a copy of your reply to the regional office and to the directors? Is that possible?

Dr. Benson: Yes.

Mr. Van Horne: Thank you. Another topic, very briefly, Mr. Chairman. The Globe and Mail carried an article a few weeks ago and I think this is the proper place to raise the issue. In the school business and finance item one of the areas of responsibility is to provide guidance and assistance with respect to school financial management, planning, design and construction. There was an indication that there was a \$700,000 expenditure on the Nelson Boylen secondary school, yet enrolment is declining at that school. How can that error be explained, if in fact it is an error; and it would seem so from that article and

from the reaction of some people in the community who have taken the time to call me?

Hon. Mr. Wells: I noticed that clipping myself and I have a full report. Maybe Dick Lawton, who is in charge of that area, could give us the full story on the Nelson Boylen school.

Mr. Lawton: I'm not absolutely certain just what the factors are relating to that particular matter. I believe we have the information in my office and we'd be very happy to bring it back.

Hon. Mr. Wells: We'll see if somebody can get it over here and we can give it to you in a few minutes.

Mr. Van Horne: It would seem, Mr. Minister, that this is something that can't be corrected. All you can do is look at it and benefit in the future on the experience. It's too late to do anything about this now, it's after the fact now.

Hon. Mr. Wells: This is one of the problems we face that I was alluding to in the House today. We all get these requests from areas for school building. Everybody wants various things added to schools or a new school building, notwithstanding the fact that we're in a generally declining enrolment situation in the province. Sometimes one starts out with what looks to be a legitimate project, but by the time all the approval processes have been completed and architects have drawn up the plan and everything we've arrived at a point where it probably shouldn't go ahead. Sometimes it can be stopped in time and other times it moves ahead and is built and the necessity for it is never as great as predicted. I wouldn't say that any actually get built that are not necessary, but the necessity is not as great as perhaps it had been. I think Nelson Boylen is to some degree that kind of a situation.

Mr. Van Horne: This time I can stay on that same general topic, expenditures in schools. Last week we were talking about the Forest City school in London; there was an indication that your staff would be able to report back within the week. Have you a report to give us on that situation?

Hon. Mr. Wells: I've got a three-page report here. Do you want me to read it to you?

Mr. Van Horne: Yes. I made enough of an issue of it last week.

Mr. McClellan: Could you give us a synopsis?

Hon. Mr. Wells: I can do a synopsis. As you indicated, it's a special vocational school. It has an enrolment of 88 pupils as of September, 1977. It's an original four-room rural

school with a two-room addition and six portables.

Two and a half years ago the London board of education approved the setting up of a special vocational program at Lady Beck public school for the pupils of Forest City.

This involved the transfer of the existing pupils of Lady Beck school to other neighbourhood schools. The local community at Lady Beck was violently opposed to this proposal; and faced with this attitude and general local community objection to other closure situations, the board didn't go ahead with this idea.

The board has adopted a general policy on consultation and closure of schools based upon certain enrolment data and space criteria. The Lady Beck school is approaching a situation where it must be considered by the board in the light of this policy. It has a capacity of 600 pupil spaces, with 289 pupils presently in the school. Also involved is Boyle Memorial school, which the board wishes to close but which was the subject of extreme community pressure to keep it open.

You understand this is the report I've got. The blanket statement, "wishes to close" maybe should be tempered quite a bit, you understand.

The board's 1978 capital forecast listed Forest City relocation as number three priority, with a proposal to build special facilities at Lady Beck to accommodate the special vocational pupils. The estimated cost of this was \$485,000. However, the board apparently still was uncertain as to the future of the existing Lady Beck pupils and showed a second scheme for their retention there plus accommodation for special vocational, and the cost estimate was \$827,000. In addition, the future of Boyle Memorial school is involved, I understand. The Boyle school was one of the projects requiring heating plant renovations. The ministry's response to the total capital submission from the London board was as follows: One, the board's number one priority for Whiteoaks elementary school was approved. This is a new pupil place situation and our response was in keeping with our total policy.

Now, if I can just interrupt there and ask Mr. Lawton: That was their number one priority?

Mr. Lawton: Yes.

Hon. Mr. Wells: Some of them in London indicated to me it wasn't.

Two, the board's second priority was the creation of a sophisticated energy control system across all of its school plants over a three-year period, costing \$600,000. The

ministry has not supported any specific energy management programs at this time for any board.

The third priority submission from the board involved not just Forest City school, but the presentation by the board of two schemes, that involved Forest City and Lady Beck, which I just described. The first scheme involved \$480,000 to transfer the Lady Beck pupils to other schools and renovations to Lady Beck to accommodate the special vocational program. The second scheme proposed, for \$827,000 involved, in addition to Lady Beck the retention of existing pupils in K to eight and massive renovations, including the installation of an elevator to accommodate the special vocational program that would be moved from Forest City.

As I understand it, the board was uncommitted formally to supporting either one of the two schemes. Further, priority for renovations of this type was not high, given our limited funding, in general policy. We therefore did not react positively to this particular item.

Items four, five, seven and eight of the board's submission related to needs which were emphatically presented concerning the renovations of heating facilities. Ministry priorities are very high for these projects because they involve student health and safety. The allocation of \$400,000 was set aside for the board to be used to address the heating plant situation at various locations of their choosing. We did not know which of the projects in this category were of the most urgent nature.

The allocation of \$180,000 was approved for the purchase of a site to accommodate the emergency of new pupil spaces. It is ministry policy, again, to encourage boards to acquire sites two or three years in advance.

As far as we're concerned, there's been a complete dialogue with the London Board of Education. However, the fact remains that board actions, even subsequent to the two schemes submitted for Forest City, indicate that the board doesn't seem to have a firm developmental policy which will accommodate the needs of Forest City. Indeed, the ministry since the time of the capital allocation discussion, and subsequent actions of the board which impinge upon the Forest City relocation, has never been presented with a formal and final proposal.

The question of spreading funding has been raised. It is not ministry policy for a project of this scale, that is Forest City, to spread the funding required. We usually spread the funding on very large projects which have gone up to the \$2 million, \$3

million and \$4 million category rather than the smaller ones. We have reserved this strategy for that policy, because there's usually a very large time line between when they actually get the go-ahead and when they actually go out to tender and so forth. Also, the spreading idea is very directly related to the priority between the policy of capital allocations and what's directly related to the need of new pupil spaces.

Assurances can be given—and indeed it is illustrated by the essential facts in this situation—that there is an intensive communication and relationship between our regional office and the central office. In the final analysis, however, the relationship is only as good as the clarity and the commitment demonstrated by the board in undertaking its various activities in also keeping us informed.

I would say that if the board is able to develop a clear-cut proposal regarding the project involving Forest City, Lady Beck and the other schools associated with it, which will include a clear definition as to the work proposed and the estimated cost, and assume that this project will then be number one priority on the capital forecast of the board that will be requested from the ministry in the fall of this year, then we would likely be able to give the project every consideration that funds would be made available in the school construction year of 1978.

In other words, what we're saying there is that the board needs to state definitely to us which route it wants to go, how it wants to do it and what the cost would be, and I think that we could probably accommodate it.

Mr. Van Horne: They will have a copy of that sent to them will they or will they be apprised of this in some way?

Hon. Mr. Wells: We will put this in the form of a letter to the board and indicate that it came up here; also, I'll send you a copy of this.

[5:00]

Mr. Van Horne: The board as a body may not have this on the agenda. There were enough trustees who spoke to me to cause me to bring this forward. I think if there is any part of that that could be underlined, it would be the need for the board as a body to—I think you used the words "have a firm developmental policy."

Hon. Mr. Wells: Yes; because the first item entailed that proposal at Lady Beck, and I guess there's divided opinion as to whether Lady Beck should be used exclusively as the vocational school. I guess what we are saying there is we would have some hesitation about the second proposal.

Mr. Lawton: You mean the \$827,000.

Mr. Van Horne: The more expensive proposal, being the one for sharing the school.

Hon. Mr. Wells: Yes, extensive renovations, keeping the pupils in the school and also bringing the vocational pupils in.

Mr. Lawton: That would involve a complete renovation of the school.

Hon. Mr. Wells: Yes, it involves a complete renovation.

Mr. Van Horne: I am familiar with the building and I wonder if it's fair to ask if there's any way that what you are indicating here is that you would lean towards the less expensive of the two proposals. If you were asked for input certainly that's the kind of statement you would make.

Hon. Mr. Wells: Yes, we would; except the decision—

Mr. Van Horne: You don't want to give local autonomy.

Hon. Mr. Wells: —has got to be made by the board, because it's not really our decision. That may look like we are trying to chicken out on it, but actually it does involve a relocation of pupils who are going to Lady Beck now and that's a—

Mr. Van Horne: That's been part of the problem.

Hon. Mr. Wells: Yes, that's part of the problem. That's a very ticklish problem and that's one of the largest problems boards have—switching facilities, sharing facilities, selling them and so forth. It is particularly hard when it's a school that had about a 600 pupil-space capacity and it now has something under 300—there are now 200-and-some-odd pupils in that school. So while we would favour that less expensive proposal, we wouldn't want to be put in the position of saying we thought the pupils should be moved out of there. I think the board has its processes for making that decision—community involvement and so forth—and they are going to have to wrestle with that one.

Mr. Van Horne: I think, in fairness to them, they have done a lot to try to accommodate that problem in the past year in other schools in the community; and I think that's happening across the province in other communities like London.

I have no further questions on that, Mr. Chairman.

Mr. Grande: Mr. Chairman, I would like to ask the minister if he has a report regarding English-as-a-second-language teachers at the Metro level? Also, has he found out the discrepancy that existed between his figures

and Metro figures and between the board's figures and Metro figures?

Hon. Mr. Wells: Yes, we have an answer. I'm going to let Dr. Benson explain it to you and I hope you understand it after he has explained it to you.

Mr. Grande: Perhaps you can make it so that it is understandable, please.

Hon. Mr. Wells: He'll try.

Dr. Benson: Metro ESL allocation for 1977 by board: I'd like to give the 1970 Metro ESL allocation and the actual ESL teachers. If I can, I will present it to you by board just to show you the breakdown, and then we can try to justify that difference in terms of where the bodies were allocated and for which programs they were allocated.

We go through then: East York, Metro allocation nine teachers, actual ESL teachers nine; Etobicoke, Metro allocation 20 teachers, actual ESL teachers 21; North York, Metro allocation 65, actual ESL teachers 68; Scarborough, Metro allocation 44, actual ESL teachers 53; Toronto, Metro allocation 113, actual ESL teachers 135; York, Metro allocation 30, actual ESL teachers 35. Total Metro allocation of ESL teachers 281, actual ESL teachers 312.

There are several areas in the Metro allocation overall which allow the board the opportunity to utilize teachers for many different types of programs. The key area would be under the heading of "inner city" where there are a total of 204 teachers allocated to the boards, and the boards then determine which schools they're placed in and which programs they're involved with. Some of the ESL teachers would be from that category of "inner city," but the other category which Metro uses is what they call "local programs," which are at the discretion of the local boards. Metro allocates 335 teachers to the area boards and they then reallocate those teachers based on their priorities, and some of those teachers would be allocated to ESL.

So, basically, the difference between the 281, which is the Metro allocation for ESL, and the 312, which represents the actual number of ESL teachers, comes from two basic categories—the "inner city" category, where there are 204 teachers, and the "local program" category where there are 335 teachers. So it's out of the 204 and the 335, which is a combination of 539.

Hon. Mr. Wells: We have a figure of 377 as being the number that they were counting.

Dr. Benson: Yes, slightly higher. If I can add just one thing; the figure of 312, which is the actual number of ESL teachers, ex-

cludes co-ordinators and consultants, and that brings the figure closer to about 370, which was the figure I believe we used last week. Again, the Metro allocation we're talking about now is just teachers; it does not relate to co-ordinators and consultants. They're over and above the figures we have addressed today.

In calculating the weighting factors, we base the weighting factors on both the ESL teachers plus the co-ordinators, consultants and other support staff to the ESL programs. Now, if you'd like, I can indicate the figures for 1978.

Mr. Grande: Perhaps before you go to 1978, let us stop at the 1977 level. You were saying East York nine; do they presently have 10 actual for 1977?

Dr. Benson: East York was nine allocation, and nine actual.

Mr. Grande: I see.

Dr. Benson: There was no change for East York.

Mr. Grande: All right. Now let me get something straight here. There is an actual allocation for 1977 of 281 total teachers from Metro to the area boards; then you were mentioning 312 teachers actually teaching ESL in the different area boards. As far as I know—and correct me if I am wrong—the difference between the 281 and the 312 is something that the local board picks up.

Dr. Benson: Yes, that's correct.

Mr. Grande: The local board says we need more than 113 teachers—for example in the case of Toronto we need 135—so therefore that does not come from the Metro allocation of ESL, it comes from some other place.

Dr. Benson: If I can just follow that up. Metro, in allocating teachers to the area boards, allocates 335 non-specific teachers. They have their regular allocation which relates to their classroom enrolment; they allocate so many teachers for each grouping of pupils all the way through their formula. In addition to that, they then allocate the ESL teachers, special ed teachers. Then they have a category called "local programs" where they allocate 335 teachers and they don't specify the use of those teachers; it's up to the area boards to determine their priorities and allocate these teachers.

If I can just follow up the figure, Toronto, out of the 335 under the heading "local programs," has 83 teachers. Effectively, what could have happened—we don't know specifically where they took the teachers—Toronto could have taken 22, the difference between 113 ESL allocation and 135 actual

teachers. The 22 could have come from the 83 teachers allocated to Toronto under the heading "local programs", local discretion?

Mr. Grande: Yes.

Dr. Benson: So they could have used roughly one quarter of those teachers for the ESL. The one point that Metro officials made clear to us is that throughout their total allocation; be it for classroom teachers, be it for ESL, be it for special ed or this general allocation of teachers, a gross number of teachers were allocated to Toronto. Toronto then makes its distribution. They generally follow it, in very rough terms, but it's strictly up to the local board to make its decision with respect to the distribution of its teachers. Metro officials indicate to us that the probable source of those extra teachers is this heading called "local programs" where they have the 83 additional teachers.

Mr. Grande: Perhaps you can go on to 1978, because in 1977 I suppose the whole thing is very confusing because of the compensatory education, the "inner city" and whole ball of wax. In 1978 it should be more specific.

Dr. Benson: The figures do change for 1978. With respect to the Metro allocation of teachers the total, as I said, in 1977 was 281. The figure in 1978 is 202 ESL teachers. The distribution would be: East York, eight; Etobicoke, 15; North York, 52; Scarborough, 33; Toronto, 78; York, 16; for a total of 202.

The formula for the determination of the number of ESL teachers has not changed in Metro. The reason for the reduction is the decrease in immigration to Canada and Ontario, and specifically to the Metro area. Metro officials informed us, when they looked at the figures, that the 281 should have probably been reduced even further than the 202, but they held it at 202 to try to accommodate the reduction in number of students to be served.

Mr. Grande: In other words, what you're saying to me—and I guess this is geared more to the minister than to you, Dr. Benson—is that you have bought, totally, the definition Metro has for an immigrant student, an ESL student, and you're accepting that. That's not the understanding you gave me last week.

If I may point out here, Mr. Chairman, the figures I provided to the ministry last week are not disputed. They are the correct figures. As a matter of fact, I have them one after another as mentioned by Dr. Benson.

There is a decline of ESL teachers specifically from 281 to 202 and if I understood you correctly last week, Dr. Benson, Metro

has approximately \$5 million over and above what they had in 1977 for that particular purpose—well, \$4.9 million it was.

Dr. Benson: I believe the figure we said for culmination and compensatory and language instruction for new Canadians—

Mr. Grande: I thought you subtracted that from it. We were talking specifically about the ESL weighting factor. That was all subtracted and it came to \$4.9 million over and above what Metro got last year for ESL, and what we're finding out is that there's a decline of 79 ESL teachers across Metro. So they have \$5 million more and there are 79 teachers fewer.

[5:15]

Hon. Mr. Wells: We'll have it in just a minute. Dr. Benson's got to work it out.

Mr. Grande: If we can get a copy of Hansard for last week, it's all in there. I don't have a copy before me.

Hon. Mr. Wells: I recall that. I want to be sure, though, that we've got the right figure. I think the key thing there is that the same definition was used for ESL pupils in 1977 as in 1978.

Mr. Grande: Sure, it has. I don't doubt that Metro uses that definition, but what I'm questioning is the fact that for the first time this year you have a weighting factor for ESL, and the ministry does not have a definition of what an ESL student is.

Hon. Mr. Wells: Our weighting factor is based on teachers, and if they say they have an ESL teacher we count those teachers for the weighting factor.

Mr. Grande: There's obviously a discrepancy of either 79 ESL teachers for 1978 or \$5 million, and somehow that discrepancy has to be figured out.

Hon. Mr. Wells: There's not necessarily a discrepancy in teachers. The formula that Metro uses, and what it needs apparently, produces 202 for 1978, and it produced 281 for 1977.

Mr. Grande: Exactly. But Metro, if I understood you correctly, gave you the information that it needs 377 ESL teachers for 1978.

Hon. Mr. Wells: I recall the number 377 from the estimates, and that must have included co-ordinators and other people.

Mr. Grande: But Dr. Benson was talking about 1977. We were talking last week about 1978.

Hon. Mr. Wells: Yes. The 377 figure he was giving us was based on 1977. That's what I have to assume. I'm waiting for him to get

that information here now on the weighting factor. It's going to take a minute.

Mr. Grande: I have nothing further other than this. The reason I'm here is because I wanted that discrepancy worked out. The ministry staff did say they were going to work it out. Obviously they haven't up to now.

Mr. Chairman: Mr. Grande, would you mind if Mr. Van Horne asked a question or two while this is being worked out?

Mr. Grande: Provided that it would not distract the minister or Dr. Benson from figuring it out, because I don't want to wait another day.

Mr. Van Horne: I won't distract them one little bit.

Mr. Bradley: I wish you would.

Mr. Grande: It's up to the minister whether he pays attention or not. I don't control that.

Mr. Elgie: You can demand it though. He always pays the kind of attention the question deserves.

Mr. McClellan: Do you want to be Minister of Education too? Is your ambition no better?

Hon. Mr. Wells: The 377 figure that we quoted you was a 1977 figure that Metro used to arrive at their weighting factor; the 312 plus the co-ordinators, the consultants and ESL came to 377.

Mr. Grande: Right. That was 1977.

Hon. Mr. Wells: The fact is that we've got 202 this year. What we want to know is, what are they going to put in for the weighting factor, 202 or what? The boards haven't made that decision yet as to what they will use for the weighting factor. In other words, we know that the Metro allocation for ESL teachers is 202; added to the 202 will be X for co-ordinators and consultants. But we don't know yet what figure they will actually put in for the weighting factor for Metro.

Mr. Grande: I don't mean you're doing it intentionally, but I think you are confusing the situation. I'm saying to you that in this particular year there is a definite weighting factor for English as a second language.

Hon. Mr. Wells: Right; absolutely.

Mr. Grande: At the Metro level it produces 202 teachers. But last year, if I understand Dr. Benson correctly, the difference between what the boards were being allocated from Metro in terms of ESL teachers and the other teachers who were floating around for the boards at the local level to decide was a result of a compensatory education formula

which generated more teachers. This particular year they're not in that same boat, because the compensatory education weighting formula is different from the English-as-a-second-language weighting formula. Therefore, there is no discretion at the board's level in terms of putting more teachers into ESL if they need it. There's no discretion whatsoever under that weighting factor.

Hon. Mr. Wells: Right.

Mr. Grande: There are going to be 202 ESL teachers in Metropolitan Toronto in September 1978 and, for all intents and purposes, that is a drop of 79 from last year. In other words—and I've talked to you about this over and over again—even though a great need is still there, nonetheless you and Metro are considering that after a child is in this country for two years he would have picked up the English language and learned it well enough to do well in a regular program. That is folly. For some children it happens. For many children perhaps it happens. But for many others it just does not work that way, if you really believe in individual differences.

Hon. Mr. Wells: Did you argue that position when you were a consultant with the Toronto board?

Mr. Grande: I was never a consultant with the Toronto board. I was a teacher with the Toronto board.

Hon. Mr. Wells: Oh, you were a teacher with the Toronto board?

Mr. Grande: Correct.

Hon. Mr. Wells: Did you argue that position? As far as I can find, this is a three-level system that they have had in there and apparently have been using for a while in Metro for English as a second language.

Mr. Grande: But do you understand my concern?

Hon. Mr. Wells: Yes, I understand.

Mr. Grande: My concern is that, by your own figures, Metro has \$5 million more in the English-as-a-second-language weighting factor, and yet they are apportioning 79 fewer teachers than last year.

Hon. Mr. Wells: It's \$3 million; that's the amount. Let me just get this straight.

Mr. Grande: It was \$4.9 million last week. We're losing a lot of money here.

Hon. Mr. Wells: We'll have to refer to Hansard. Dr. Benson can't recall that.

An hon. member: It would be better to keep quiet; next week there might be even less.

Hon. Mr. Wells: There's an increase of \$3 million extra generated for Metro this year because of the weighting factor. What did it generate last year?

Mr. Grande: It was the whole ball of wax last year. You know that.

Hon. Mr. Wells: You don't mean they are having 79 fewer teachers and getting \$3 million more.

Mr. Grande: That's exactly what's happening.

Hon. Mr. Wells: It can't be. That can't happen.

Mr. Grande: You're right. It cannot be, but it is. That's where the discrepancy is.

Dr. Benson: If I can add just a couple of things, the change in the method of allocating resources through the weighting factors was really a reflection of the actual situation that was occurring within Metropolitan Toronto and other urban areas with respect to the provision of services which were not fully reflected in the grant plan.

What we were doing was recognizing service levels that were presently being provided. Hence, by providing the extra \$3 million, it was recognizing the situation that has been going on for several years in Metro, recognizing their ESL programme and providing additional resources that were being provided through local taxes. Effectively, it was recognizing in writing a situation that had gone on for several years. In effect, the extra \$3 million reflects expenditures that were occurring at a local level.

With respect to decreases in services, as the program decreases, the number of teachers picked up for weighting factors will decrease. The Metro board has allocated 202 teachers to the area boards and they will in turn add some teachers to that level. We don't know the number.

Mr. Grande: Who does? Who does add more teachers than what's allocated from Metro?

Dr. Benson: The area boards make a decision from that unspecified group of teachers to add additional teachers. That decision hasn't been finalized and we have been informed that it will be finalized in some cases as late as August 1978. It's made at several levels. There will be an allocation at the Toronto level and then a subsequent allocation at school levels. The decisions will not be finalized until approximately August.

If that number decreases, that then will affect the number of teachers picked up for weighting factor purposes which will decrease the allocation. Based on what we have here,

we have an increase of \$3 million to reflect historically what has gone on in the provision of services. As we go forward and as the number of teachers is reduced, the allocation to the ministry will be reduced to reflect the actual provision of ESL teachers.

Mr. Grande: I see. Therefore, all this talk in the throne speech that you were going to increase funding for English as a second language was just words in a throne speech. In other words, what you're saying is that for the level of services now maintained they are not going to get that extra funding.

Dr. Benson: What we are saying is that if the numbers of children that arrive in Metro are reduced and the Metro allocation in the provision of services is reduced in terms of quantity—not necessarily quality—then the resources will be reduced to reflect the lower level of service.

Mr. Grande: You really should take a look at that discrepancy and find out what is taking place at the Metro level. As far as I'm concerned, and as far as I know up to now, English as a second language is going to be totally destroyed within the next couple of years. We have closed off immigration in the last two years, but there are children in the different boards of education that require that ESL program. If you close off immigration today, don't live in the mythical world that in two years from now every child in the system is going to learn English. That's what Metro is using.

Hon. Mr. Wells: I agree with you. I think we've got to be sure. If you've highlighted what appear to be discrepancies here, we'll certainly be taking some action. I want to be sure that the English-as-a-second-language programs are strengthened. I don't think they should be left to slip or that anyone should believe that within two years, because immigration falls off, we won't need them. That's a very important part of the whole program, particularly in Metropolitan Toronto. I know that immigration is going down, though. I think that point has been made. I'm not so sure I agree with Metro's formula either. To suggest that within two years you can classify a student as not needing English as a second language is an arbitrary and not necessarily natural type of definition to put in.

[5:30]

Mr. Grande: May I suggest to you then that you tell us right now what on earth you are going to do, because we won't have another opportunity until next estimates.

Hon. Mr. Wells: As we do with all these areas, we intend to look into ways that we can strengthen them. I must say that until

we got into this discussion during these estimates I wasn't aware of the exact formula that Metro used; but I now see the formula. You have probably seen it. It is here in a very elaborate way, the way they categorize it. They have obviously spent a lot of time working it out, and they have probably had a lot of people—

Mr. McClellan: Would you make that available to us?

Hon. Mr. Wells: Sure. This is the Metro formula for calculating whether English as a second language is—

Mr. McClellan: You will table that with us?

Hon. Mr. Wells: We will send you a copy of it, yes. It is a Metro document, I guess.

Mr. Grande: When can I look forward to some kind of a resolution?

Hon. Mr. Wells: What we are going to do is work on this. Now that we have highlighted the problem, we will work on it to see what we can do.

Mr. Grande: That is what you said last week. However, we are here again saying that we will work on the problem.

Hon. Mr. Wells: We will work on all these problems.

Mr. Grande: My concern is that September 1978 is going to roll along.

Mr. McClellan: The deadline is September.

Hon. Mr. Wells: What I am going to do is this: We are going to work on the problem to the extent that we are going to see what the definition should be, whether the definition is indeed being properly applied and whether there should be a stepping up of the service. Okay? But there are also other undercurrents running at the moment. I don't want to get caught in the middle of those other undercurrents.

Incidentally, Dr. Benson tells me teachers, superintendents and everyone in the Metro system agree that this is a good classification formula. Presumably those people have day-to-day contact with the students and so forth. The Toronto representatives argued against it.

Mr. Grande: York and Scarborough argued against it. Come on!

Hon. Mr. Wells: The problem at the moment is that with the redundancies in jobs, there are a lot of internal wars going on between teachers in special areas in order to establish priorities for certain services. All I want to be sure of is that what we are doing is in the best interests of the children in the classrooms and people who need English as a second language. We will undertake some

studies to find out how we can strengthen the program if it needs to be strengthened. We have been committed to that.

We have also been committed to getting some money from the federal government for this program, which they have not given us. We wanted to get \$9 million from them, which I promised you last year I would immediately pass on to the school boards in extra funding.

Mr. Grande: That's doubtful anyway.

Hon. Mr. Wells: But they have never come through with that money.

Mr. Grande: It is related to this. We can go on for the next 15 minutes to show you step by step how far you have really gone in discussing with the federal government whether you should be getting that \$10 million or not.

Hon. Mr. Wells: How which?

Mr. Grande: We can talk about the kind of pressure you've put on and negotiations you have done with the federal government. There was a meeting in November or December of 1976, and that is where it rests. Two years have passed and you are talking about negotiations. You always bring that up.

Hon. Mr. Wells: Not because of us though.

Mr. Grande: The fact is that negotiations obviously have not been all that encouraging from the provincial to the federal level. You presented a brief and you said—

Hon. Mr. Wells: We call down regularly. Whenever I see John Roberts at some gathering—we are still not having any indication of any support in this area, period.

Mr. Grande: That is not the indication I got from John Roberts. He said to me that kind of thing should be discussed between the federal and provincial Ministries of Education, and that item was not even on the agenda.

Hon. Mr. Wells: Yes, but we don't necessarily buy the fact that that should be discussed there. This is not as big a problem in some of the other provinces as it is in this province. That is very nice and convenient for him to slough it off like that. We have had interprovincial meetings. As a matter of fact, the one in December 1976 was a meeting with all the provinces. The case was made and presented and Ontario was complimented on the very fine job it did in presenting the case. The bill was laid out there "Nine million dollars. Do you want to help or don't you want to help?" And to this point John Roberts has said, "No, I don't want to help." That is all. It is just as plain and simple as that.

Mr. Grande: All right, all right. Let's not get off this other business—

Hon. Mr. Wells: I just don't like these people running around behind and saying if only they would come to us again and ask us. We have been asking and asking and asking, and if they don't want to give, then that is their problem.

Mr. Grande: Mr. Minister, let us stay with what is under your ministry control. Let us stay with that \$3 million that Metro is getting over and above the resources that it got last year. The fact remains that Metro is allocating to the area boards 79 fewer teachers in that area.

Let us stay with the problem that Metro has a definition for English as a second language and either you are buying that definition or not. If you are not buying that definition, then get busy and develop a definition which meets the needs of those kids in the area boards.

You said a few minutes ago you were concerned with the level of education that the kids are getting. That is what I am concerned about and frankly I don't care about weighting formulas and all of these kinds of things. I am concerned that those needs are met because that, in the final analysis, is what education is all about.

You have obviously, in the last week, not worked out this discrepancy. You are coming over here today again and you are saying, yes there is a discrepancy and we might have to work it out. The fact remains that I don't have another opportunity to approach you with that until next year, and by that time it is too late.

Hon. Mr. Wells: Dr. Benson says that in his opinion now there is no discrepancy. That is his opinion, right?

Dr. Benson: We can account for the teachers—that was the question—what is the Metro allocation, and then what is the actual situation in the boards on which we base our weighting factors. We can rationalize the two. We know exactly where the teachers come from and so on and so forth. There is no discrepancy in that sense.

Hon. Mr. Wells: The discrepancy was that we thought the Metro allocation was 281 and they were claiming 377. Dr. Benson now says there are 281 plus the extra teachers taken from other areas, making 312. Plus he believes that the co-ordinators and consultants—is that right?—make it up to 377, which is the figure that was accounted for. That equals accountability.

Mr. Grande: The 377 figure, Dr. Benson and yourself now are saying was not for 1978, but was for 1977.

Hon. Mr. Wells: Yes, 1977.

Mr. Grande: I am leaving that out.

Hon. Mr. Wells: Okay, but that is the figure we were talking about a week ago. I looked at the sheet and that is exactly—

Mr. Grande: You gave me the wrong figures for the wrong year, okay.

Hon. Mr. Wells: No, we didn't.

Mr. Grande: Of course you did, but let's forget about the 377. It was for last year. I accept that.

What I am saying to you is, for 1978-79, you have a weighting factor which is called English as a second language. Metro is allocating fewer teachers for 1978-79 to the area boards, and Metro is getting more money for that ESL weighting factor.

Hon. Mr. Wells: That is correct.

Mr. Grande: That's right. So therefore, don't tell me about the inner city and don't tell me about any other weighting factors re compensatory education. This is separate from that.

Hon. Mr. Wells: But that weighting factor in 1978 is calculated on those 1977 figures. Do you follow what I am saying? Is that right?

In other words, the smaller figure for 1978 will change that weighting factor in 1979. In other words, the weighting factor for English as a second language is calculated on the previous year's figures. It is not a current year one, as is special education. So the 377 figure is the one that was used to calculate the 1978 Toronto weighting factor. That is why we got into the talk about the 377 and so forth a week ago. It will be lower for 1979 to reflect those 1978 figures that we are talking about. So that is how it is calculated.

The fact is—you are quite right—there are fewer teachers this year. But because of the new weighting factor we have put in, to more fully recognize expenses in English as a second language, they are going to get more money this year. They are going to have fewer teachers and get more money for the special ed teachers.

Mr. Grande: When am I going to find out whether you have resolved this difficulty? When am I going to find out? I don't want to find out next year.

Hon. Mr. Wells: Which difficulty do you want me to resolve?

Mr. Grande: The difficulty is the fact that there are fewer ESL teachers this year and

the area boards might not, as they did last year, put some teachers into the ESL program since you have a weighting factor for ESL this particular year.

So I am saying, that is all we are getting for ESL. Too bad we cannot spare other teachers to go into that program and, consequently that program, the ESL program, is going to suffer, and suffer tremendously. Those kids are going to suffer, and suffer tremendously.

Hon. Mr. Wells: I don't think we can say suffer, and suffer tremendously.

Mr. Grande: They sure do. You understand that if they don't learn English they cannot take part in the program.

Hon. Mr. Wells: I understand that, but we do know the figures, even using the same criteria—we can argue over the criteria—without the program changing, with the program remaining exactly the same, they only need 202 teachers this year, based on their formula.

They will probably sweeten that up with other teachers that they will put in, just as they did in the other years, to bring that up a little higher. But they will also, under their definition, have fewer pupils that need to go into the program.

The question we need to ask is: how many pupils are not being served in that program and should be served? That is what we need to know. In other words, if you take their definition, and it covers the pupils from here to here, because they have gone the full gamut of that definition of the two-year span, how many are going off the end over here that should be in an ESL program.

Or, in fact, will those ones be in the extra ones that they do add on? Is that where they add the extra digits? We will find that out, but we can't find it out until next fall until the teachers are actually assigned and until the programs can operate. We can only find it out by waiting until the program gets operating.

You will recall, you asked me about Oakwood Collegiate or some place at one time and you had been given information that was completely different to what the school was carrying out.

Mr. Grande: That is not true. As a matter of fact, it wasn't about Oakwood Collegiate. It was another institution. It was another high school and, as a matter of fact, after I brought it up with you about one ESL teacher they went to two ESL teachers. So as far as I was concerned, I was quite happy and satisfied that what I was attempting to do has happened.

Hon. Mr. Wells: You said there was only one, but they said there was always going to be this. In other words, there was a bit of a lag, but the point is, we can only know for sure when we ask Toronto exactly what they are doing and get it all laid out and we won't know until next fall. Then I can tell you what is happening next fall when we get it all back from them.

Mr. Grande: By that time, I am suggesting to you, it is going to be very late; too late, much too late. If you are willing to wait until that time to find out, all right, let that responsibility be with you.

Hon. Mr. Wells: I can't really do anything but that. That is the way they will want to operate it.

Mr. Grande: Mr. Chairman, obviously the commitment that I got from the ministry last week is noncommitment today.

Hon. Mr. Wells: Your commitment was that we would explain it to you. If we haven't explained it to you—

Mr. Grande: You haven't.

Hon. Mr. Wells: What do you want us to explain to you further?

Mr. Grande: I am just attempting to say to you and for the last 15 minutes I have been attempting to say to you, last year the boards of education—I am talking about the local boards of education—had that flexibility to put teachers who were allocated for Metro to inner-city or some other kind of program into ESL; this particular year they will not do that.

Hon. Mr. Wells: We do not know that. We believe they probably will put some extra teachers in, but we can't tell you yet because that time has not arrived. Dr. Benson just indicated to you that some of the boards indicate they won't know until the summer what they are going to do in that particular instance.

In the September 1978 projections there are 312 teachers under what they classify as local programs which is the same category that was used in 1977 to take the extra ESL teachers out of. So that overall definition is there. All we can't tell you now, because they haven't given us any of the information, is how many of those they will assign to the various boards for ESL. If I can't get the information from them, I can't tell you.

[5:45]

Mr. Grande: In September or October you're going to find out that none has been placed in ESL. Then, at that time, you'll say it's local responsibility to decide what they're going to do.

Hon. Mr. Wells: I don't think that's what they will do.

Mr. Grande: Last year I was telling you something about the heritage language program; this year you say I was right.

Hon. Mr. Wells: Why don't you also speak to your friends down on the Toronto board? You've got some good friends on the Toronto board. Speak to them and tell them what you want them to do.

Mr. Grande: I told you before, and I'll repeat it to you again, I'm not the Minister of Education yet.

Hon. Mr. Wells: A lot of people hope you never will be.

Mr. Grande: I'm sure that you do.

Hon. Mr. Wells: No. I didn't say that. I said that some might.

Mr. Grande: The friends I have in Toronto, or the Borough of York or Scarborough or wherever they are are people who provide me with the exact information. Obviously, you do not dispute this information that I have. All you're disputing and all you're saying is that you're going on the same level of service that they provided last year. Based on that you applied the weighting factor for ESL. What I'm suggesting to you is that in this particular year the ESL program is suffering. You're telling me we'll have to wait till September or October or next year to find out whether it has suffered. That's what you're saying.

Hon. Mr. Wells: I'm not buying the assumption that the ESL program is suffering. That's where you and I differ at the minute. I find that the criteria are still the same and that Metro hasn't significantly changed its adoption of ESL so far.

Mr. Grande: It's not going to help me and it's not going to help those kids in the different area schools to find out in September or October or the next time we have these estimates, that the program had suffered. It just won't. I don't feel happy about it.

Hon. Mr. Wells: You'll have to trust us to keep after them to see what they do in this particular area. All I'm suggesting to you is you've got your friends there too. Keep after them also. The more pressure on them, the better.

Mr. Grande: Who's "them"?

Hon. Mr. Wells: The Toronto board. You've got a lot of friends on the Toronto board.

Mr. McClellan: They've been the ones we've been putting all the pressure on for the amalgamated programs, as you well know.

Mr. Chairman: Have you completed, Mr. Grande?

Mr. Grande: I am completed but the answers I got today are very unsatisfactory from the ministry and the minister, who in the previous year I thought had all the information at their fingertips at one moment's notice. It really surprises me.

Hon. Mr. Wells: I object greatly to that. Tell me one piece of information I haven't got here that you want that I can give you about the Toronto board ESL situation. There's the information from the Toronto board. It's marked "not available" for the actual ESL teachers in there. What more can I do? Tell me and don't say I haven't got the information or can't give it to you. It isn't available.

Mr. Grande: I would like to know where the \$3 million or \$4.9 million put in there at the Metro level to increase or to enrich that ESL factor or that ESL program has gone. Where will it go? Will it be translated into teachers for those particular students? You're saying to me, "I don't know that."

Hon. Mr. Wells: No. You know yourself that once those moneys go into the total Metro pot, the allocation then is based upon the Metro allocation formula. The 1977 figures from Metro are used to generate money from the 1978 ESL weighting factor. That generation probably is about \$3 million. That goes into the total amount of money that Metro gets. It goes into that total grant that your colleague was saying has been reduced, that the Metro board says is reduced and that everybody says is so much more per pupil. It then goes into the total Metro coffers. Then it is divvied out to the various boards based on their formulas. Their formula pays for these various numbers of teachers. It may be that in the process some of the money going in comes out in a different way, but that's the way the system works.

Mr. Grande: That's the responsibility of the local level, if that is satisfactory to you.

Hon. Mr. Wells: That's no different to even a local board that isn't in Metro. It generates so much money based upon the program that it's got, and whether it costs all that much money to run the program is another matter. The money generated is based on the number of teachers you have in ESL in the previous year.

The whole idea is, of course, that if you need more teachers, you put them in now, and you'll again generate more money next year in the weighting factor. So we have the money there if you have the service and are

providing the service, and that's a pretty sensible idea, I think.

Mr. Grande: A very sensible idea? Mr. Chairman, I know that you're anxious to go on to other people but what the minister is saying to me here is really very unsatisfactory.

Hon. Mr. Wells: Next time you see John Roberts just tell him to send the money along, to forget about all the other meetings and to just send the money along; and say that you would be happy to support it. And if you do that, I'll give you a guarantee that we'll pass the money on to the boards.

Mr. Grande: The same way that the French program had the guarantee that whatever money came from the federal level, you'd pass it on to the boards, and no one knows how much you're passing on to the boards.

Hon. Mr. Wells: Well, that's not right, either. We've given you all those figures. We gave you all that in a printout the other day, too.

Mr. Chairman: Are you complete, Mr. Grande?

Mr. Grande: Just one small item—it won't take me more than two minutes—and that is the amount of money that is going this particular year to the learning materials development fund, and how that money is being used up. I understood that last year it was approximately two and a half million dollars. I understand also that last year you had certain priorities, and one of the priorities was multicultural development and the development of materials for multicultural education. I understand that you've totally dropped that this particular year and you went into translating books from the English to the French. So that means that the multicultural-priority, multicultural-development materials are dropped. Is that a fact?

Mr. Chairman: Mr. Grande, the chair always attempts to move the vote forward and in this case we're moving backward. That's really dealing with curriculum, is it not?

Mr. Grande: Ah, but we're talking about the money. I was very careful in not saying what the minister ought to do. I said, "In terms of the money and where the money is going."

Hon. Mr. Wells: The money was in vote 3002, item 1 for that particular program.

Mr. Grande: I see. If the chairman rules it out of order, I accept that.

Hon. Mr. Wells: I'll be happy to send you all the information.

Mr. Chairman: The minister will send you the information, Mr. Grande. Would that suffice?

Mr. Grande: It has to, doesn't it?

Mr. Chairman: Yes. Fine. **Mr. Van Horne?**

Mr. Van Horne: Very briefly **Mr. Minister**, the vote that we're on has \$450,000 for energy management program. During the introductory comments, I tried to glance through Hansard to see if reference was made to that. I wasn't able to find any. Did you make a comment on that earlier?

Hon. Mr. Wells: Yes, I commented on one of their proposals. It was an energy saving program which we didn't accept as one out of the capital funding program. Is that what you're talking about?

Mr. Van Horne: Yes, there was an earlier reference to it. I couldn't find it. That's what I was trying to discern.

Hon. Mr. Wells: Yes, they had \$600,000 on their second priority and it was an energy conservation program across all their schools. But we hadn't been funding any of these programs out of the capital program at the present time, so we didn't accept that.

Mr. Van Horne: This will be an ongoing program, will it? We can expect to see this here next year and the year after?

Hon. Mr. Wells: No, this was something we didn't do. This was one of the things that the London board put in their—

Mr. Van Horne: I'm not talking about the London board. I'm talking about vote 3002, item 11.

Hon. Mr. Wells: Oh, I'm sorry.

Mr. Van Horne: It's energy management program. That's the earlier reference to Hansard. I'm not sure that you commented on that.

Hon. Mr. Wells: I am sorry. Yes, I see.

Mr. Van Horne: The second part of the question is, will that appear again in the estimates next year? Is it an ongoing program?

Hon. Mr. Wells: We will probably be having a vote in there like that. That also involves some work we are doing at Applewood Public School, and there is some space conditioning as part of an energy management program we are undertaking as pilot programs in this energy conservation area.

As I said, we haven't been supplying boards with any money. The London board had asked for some capital money for it, but we haven't supplied them with any money. The Applewood one is in Lincoln. It is a solar school that will be a pilot project in that particular area, and this is extra money for the school here.

Mr. Van Horne: What you have gained from that might be passed on to other boards as recommendations for a pilot program?

Mr. Lawton: It is a pilot project using total solar design for about 60 per cent of the operating costs of the school, and that is experimental at the moment. We are not approving any other projects throughout the province of that nature until we find out just what the results of that one will be.

Mr. Van Horne: Thank you.

Hon. Mr. Wells: Could I give you this answer, **Mr. Chairman?** I find that on May 26, 1977, the ministry gave final approval for the construction of an addition and alterations to Nelson A. Boylen Secondary School in the amount of \$684,000. The project involved the creation of 155 additional pupil places to increase the capacity from 710 pupil places to 865. The current enrolment is 765 as of March 31, 1978.

The justification of need filled out by the board in 1975 indicates that by 1977 the enrolment would be 865 and by 1984, 820. On May 24, 1977, the Metro school board gave final approval to the project. On May 13 the justification of need was confirmed by our own regional office. We had indicated that the pupil load in the school would probably be, with the addition, 820 and that final approval of the project was recommended.

Our regional office made this comment, and I will read it to you: "The project is largely one of program improvement; an addition of a theatre arts, music, home economics and art room, guidance and library enlargement."

Apparently what is happening is that Nelson A. Boylen School has been losing young people to other surrounding secondary schools which are currently operating at over capacity. Apparently, in the four schools around there, there are something like 58 portables. It is expected that with the increased facilities and increased capacity when the addition is put on, some of the students will come back from those other schools who are in portables and that the need can be justified now. That is the report I have.

Mr. Van Horne: Thank you. That may be elasticity at its best, but I appreciate that. Connected with that question—I should have asked earlier and I would be quite happy to have a report later on it—there was the period of time at which the open area school was in favour across the province. That does not seem to be the case in a fair number of boards' opinions right now.

I am wondering, if boards come to you for some kind of direction, are you encouraging

open area concept building, particularly in the elementary division and even beyond that, more specifically in the primary and junior divisions of elementary schools, or are you avoiding that? Could you give us a report on that question, Mr. Minister?

[6:00]

Hon. Mr. Wells: I think the person who could best answer that is Mr. Dick Lawton, who is sitting here. He is our chief architect. He is in the school business and finance branch, and he and his staff see all the plans. Perhaps Dick could comment on what he has seen recently and on what kind of liaison and co-ordination there is and the advice he is giving to school boards these days.

Mr. Lawton: You are quite right, Mr. Van Horne. There seems to be a move towards the opposite direction now; boards seem to be somewhat disenchanting by the results of the open-plan school.

We still feel it will work, given the proper conditions of a trained and dedicated staff. We have examples of it working extremely well and we so tell the boards when they come in and ask our advice on it.

There is no doubt, however, that in the field, in the new designs of their schools, boards are moving towards the closed-classroom concept once again. We don't think this is necessarily the best way to do it, but perhaps they are influenced by the teacher in the individual situation. Teachers seem to want small, closed classrooms, and they are moving in that direction.

However, if any board comes in and still evidences an interest in the open-plan school, we tell them all the experience we have had to date, the pluses and the minuses, and I think our emphasis is on an adequately trained and dedicated staff. It certainly will work.

Mr. Van Horne: Have you sampled parent opinion on the open-plan concept? You mentioned teachers.

Mr. Lawton: We only do that through the board. We ask the board to do that before they make their final decision. We have not done it ourselves.

Mr. Van Horne: Thank you, Mr. Chairman.

Hon. Mr. Wells: I was just going to say that, from my personal contact with schools, with parents and so forth, I think that the opinion generally is away from the open-concept schools. But, as Dick has said, we have a number of them and a number of them are functioning very well. It depends really on the staff and the students and a sort of general acceptance and really wanting to make the program work there.

I don't know whether you have had the experience—I have had both experiences—where parents are complaining about an open-concept school and would like to see at least something in between; not necessarily the old rooms, but at least some division.

Mr. Van Horne: Some divider of some kind.

Hon. Mr. Wells: Right. But I also had occasion in my own riding where an open-concept school got greatly overcrowded and we had to put in eight portables. The parents desperately wanted an addition so their kids wouldn't be in regular classrooms but could be in the open-concept school. The principal was so sold on the open-concept school idea and had them so conditioned and so feeling that their kids were being deprived because they were in a portable classroom or a regular classroom.

It really depends on the sort of acceptance of the idea, to a great degree, by the principal and staff.

Mr. Chairman: Mr. Wildman, do you have some questions or some comments?

Mr. Wildman: Just a question. I don't want to be accused again this week of being, as the minister indicated in the House today, one of those people who want to have expansion rather than contraction—

Hon. Mr. Wells: You want a new school.

Mr. Wildman: Yes; and I want to point out, before I ask the question, that I am sure the minister is aware that, although the birth rate generally may be going down in the province—and Dr. Jackson has run into some problems looking at that—there are some communities that are growing substantially. Obviously, to have the comment made that perhaps someone is being unreasonable because he is indicating there is a school in his area that needs expansion, I think is fallacious.

Last week I mentioned the Aweres Public School in Heyden in the Sault Ste. Marie Board of Education, and I forgot to bring up, which I will do today, St. Basil's school in the Michipicoten Separate School Board in White River.

We have discussed this previously. I know Mr. Butcher and a few of the staff in Sudbury visited the school. For some time, the board, the principal, the teachers and the parents have indicated a need for an all-purpose room there, a gym and so on, plus expansion. They have been using portables for some time. The Abitibi mill, through DREE assistance, has opened and is now functioning, and will be going to a two-shift basis.

A large number of mill workers are moving into the area, the town is expanding, Abitibi has got a housing project going, there is a mobile home park in operation there, and large number of bushworkers are also moving in. You not only have the problem of more students, but, as I am sure the chairman is aware, many of the people who work in the lumber industry in northern Ontario are francophone, so you have the added situation of a large number of French speaking children coming into the school.

As I said, Mr. Butcher and his staff have visited the school and have talked to the board and to the teachers and indicated that it would be at least a year before they could look at any kind of development there. I am just wondering how long it is going to be postponed. I understand now it is eight years that the all-purpose room and the added classrooms have been postponed. Are we going to look to many more years, especially considering this influx of students that is expected this year and next?

Hon. Mr. Wells: Mr. Chairman, I think we have given them a definite assurance that it is on the list for the 1980-1981 year. If any switching can be done earlier than that we will do that, but it is certainly on our priority list. It is there, and it is a long way ahead of a lot a great number of schools that aren't even on this capital allocation priority list. I think it will move ahead.

Of course, the board can start planning on it because we have given it a guaranteed date, and if, as sometimes happens, some projects don't go ahead we do some adjusting as the year goes on. It is just possible that they will be able to be pulled ahead a little and they will be able to get going a little sooner. It is on the list.

Mr. Wildman: I appreciate that. It is a little more positive at least than the response we had last year. I just hope it will be possible to move it ahead, because there has been quite a large influx of people into the community, with the added complication of a large number of them being French speaking, and the need for extra programs and extra facilities in order to provide education for those students. Thank you.

Hon. Mr. Wells: Did you want some information on the Aweres School?

Mr. Wildman: Yes.

Hon. Mr. Wells: As I understand it, the Aweres School is going ahead.

Mr. Wildman: Yes, they are building five classrooms.

Hon. Mr. Wells: Five classrooms, library, guidance, and health.

Mr. Wildman: That's right. The only point I was making last week was that even with the expansion of five classrooms I understand they are going to need an additional two portables next year.

Hon. Mr. Wells: Our people say that the long range projections show that that should do all right and that may just be a very temporary situation.

Mr. Wildman: In other words, you are going to pass it on to the high school system?

Hon. Mr. Wells: No.

Mr. McClellan: I am not trying to hold anything up, I just want to understand where we are heading. We will be discussing the Jackson report in what context again?

Mr. Chairman: This will be done on Wednesday, Mr. McClellan. Tomorrow we will continue with the estimates. If we run according to form, as we did today, there will likely be about 45 minutes left of estimates time and that will be applied against the time taken with Dr. Jackson. I think we agreed today that the time which he takes before the committee would be dealt with on the same basis as we dealt with the OHIP matter; that is to say, the time would be divided in half. I think that is all academic, because I am sure we are going to take more than the hour with Dr. Jackson.

Mr. Wildman: You have to use that word, because it's the Ministry of Education estimates.

Mr. Chairman: That is the procedure we are going to follow.

Mr. McClellan: I'll just make one remark, and I'll make it in the context of this vote because I think it is a relevant place to make it. I will ask the minister whether he has actually read the Jackson report through.

Hon. Mr. Wells: Not every page and every word. I don't expect I will have it done by Wednesday either.

Mr. McClellan: If I may make a suggestion to you, read chapter two.

Hon. Mr. Wells: I've looked at the pictures.

Mr. McClellan: We have looked at the pictures and we have looked at the epilogue. If you did what I did, you probably skim-read some of the tables.

Hon. Mr. Wells: That's right.

Mr. McClellan: I would suggest to you very seriously to read chapter two word by word. I think you will be disconcerted that the strangeness of the Jackson report is not confined to the epilogue.

Hon. Mr. Wells: Which page does chapter two come under?

Mr. McClellan: Chapter two is the long and bizarre chapter which starts on page one and extends to page 115. It is a burden to read it, I assure you.

Hon. Mr. Wells: You have chapter one and chapter two in there. Chapter three starts on page 116.

Mr. McClellan: What does he do here? Sorry, I mean chapters one and two, particularly chapter two. Ask yourself the question, why is it necessary to raise issues about the origin of immigrants with respect to the question of declining enrolments, before the gentleman comes here on Wednesday.

Item 11 agreed to.

On item 12, supervision and legislation:

Mr. Chairman: Mr. Bradley has the floor when we come back tomorrow after question period.

Mr. Wildman: Mr. Chairman, can I ask one question just for clarification? Does the Northern Corps program come under this vote?

Hon. Mr. Wells: Which vote?

Mr. Wildman: The vote we are on now.

Mr. Chairman: It is the next vote, Mr. Wildman.

Mr. Wildman: The vote we will be on tomorrow?

Mr. Chairman: Yes, at the same place and same time.

Hon. Mr. Wells: Same place, same time, same cast. How many hours did you say we have left?

Mr. Chairman: Three hours and 15 minutes.

The committee adjourned at 6:11 p.m.

CONTENTS

Monday, May 15, 1978

Education program	S-539
School business and finance	S-539
Adjournment	S-567

SPEAKERS IN THIS ISSUE

Bradley, J. (St. Catharines L)
Breaugh, M. (Oshawa NDP)
Elgie, R. (York East PC)
Gaunt, M.; Chairman (Huron-Bruce L)
Gigantes, E. (Carleton East NDP)
Grande, A. (Oakwood NDP)
Kennedy, R. D. (Mississauga South PC)
McClellan, R. (Bellwoods NDP)
Van Horne, R. (London North L)
Wells, Hon. T. L.; Minister of Education (Scarborough North PC)
Wildman, B. (Algoma NDP)

From the Ministry of Education:

Benson, Dr. R., School Finance Adviser, School Business and Finance Branch
Lawton, R. F., Chief Architect, Architectural Services Section, School Business and Finance Branch



Ontario

Government
Publications

No. S-18

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Education

Second Session, 31st Parliament

Tuesday, May 16, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. (Phone 965-2159).

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

TUESDAY, MAY 16, 1978

The committee met at 3:40 p.m.

ESTIMATES, MINISTRY OF EDUCATION (continued)

Mr. Chairman: The committee will come to order. I should tell the committee that Dr. Jackson will be before the committee tomorrow at 1 p.m., the practical effect of which is to indicate that as far as the estimates considerations are concerned we'll have to complete those today.

The critics have tentatively agreed that if we left an hour at the end today, which would mean that as of 5 o'clock we would switch to vote 3003 for consideration of the items under that vote, that hour would be divided equally between the two opposition parties. That also means that we have an hour and 20 minutes to consider items 12, 13 and 14 under vote 3002.

Mr. Wildman: Mr. Chairman, with your indulgence, could I raise a point of order? I simply want to have some direction from the chair as to where something would come under these votes. I just had some communication from one of the municipalities in my riding, Blind River, which has received notification from the North Shore Board of Education that it was underbilled last year for \$11,000 for the tax rate and they were wondering if I could raise this. I really don't know where it comes. Would it apply under these estimates in any place?

Where does a municipality go if, suddenly, it's hit with a bill that a board of education inadvertently didn't charge last year on top of the bill it charged for this year? Does that come under these estimates at all? Who do I go to in order to raise this matter?

Hon. Mr. Wells: That would have come yesterday under legislative grants. We can get an answer for that one.

Mr. Wildman: I'd appreciate that. Thank you.

On vote 3002, education program; item 12, supervision and legislation:

Mr. Bradley: Mr. Chairman, I understand the question of attendance and attendance officers can be dealt with under this particular vote. I asked a question in the House of

the Attorney General concerning the family court juvenile division. Part of the article we've seen and part of the representations some of us have perhaps received have been in the field of truancy and the fact that truancy is a problem of almost crisis proportions at the present time in the public school system. I would like to know, through the figures, whether that can be substantiated, that truancy has reached those proportions?

Hon. Mr. Wells: By public school system are you talking about the total public school system, elementary and secondary, or strictly elementary?

Mr. Bradley: I'm talking about both. Whether it indeed, is the case that truancy is a problem, certainly this is a perception that many would have. I would be interested in the minister's comments on whether he feels that the juvenile court is actually the place to deal with this. I noticed some quotes from people very much involved in education.

There is the statement by Daniel Leckie, the board chairman, who said one of the board's social workers quit last September in part as a result of his frustration over the ineffectiveness of juvenile court in treating truant youngsters.

A further comment, from Mr. Chumak, who is chairman of the board's committee on young persons in conflict with the law, was: "It's clear that juvenile court is not working for truancy. We have to start working on alternatives."

A third comment was from Gregory McClare, chief social worker for the board, who said: "The overall effectiveness of the court experience for juveniles who are truant or who break the law has been undermined by a move away from the use of training schools and other institutions. In terms of consequences of courts, there are no consequences."

[3:45]

Hon. Mr. Wells: You don't agree that we should be moving back to training schools, do you?

Mr. Bradley: I'm asking you. I'm asking the question.

Hon. Mr. Wells: It's our policy to move away from training schools. From the way that was put, it suggested that perhaps you wanted to move back to training schools.

Mr. Bradley: No. What I am asking is for your comments on these comments from people who are directly involved in the education system and whether you agree that that is a problem. I can remember at one time it was easier than it is now for individual teachers to deal with the problem of truancy. You simply had a truant officer who went to the house, got the student out of the house, brought the student to school and the student was there, or sometimes someone from the school did that.

It seems that teachers now have to fill out so many forms and have to document a lack of attendance to such a great extent that many simply don't bother any more with attendance. They just don't feel it's within their jurisdiction and they aren't going to be that concerned about it, if there are going to be roadblocks placed in their way when they are trying to deal with problems of truancy.

I'm not suggesting that this was the best way of dealing with truancy, but there used to be the threat that used to be held over the heads of parents that somehow the federal family allowance could be cut off if they were negligent in not having their children attend school without reasonable reason. Marc Lalonde removed that particular provision when he was Minister of National Health and Welfare. It's my understanding that this is a definite problem and an increasing problem. I'd like a comment on how your ministry feels it is in terms of what it was 10 years ago and what it is now, and what you see as the way of rectifying this problem.

Hon. Mr. Wells: To begin with, in order to get a factual report on the school attendance situation in this province, we should hear from the provincial school attendance counsellor who is the head over the whole process of school attendance counsellors in this province. He is in our ministry and he's Mr. Orv Watson who's here. I'd like to ask him to comment on some of the general overview about school attendance.

Mr. Watson: I believe that absenteeism in the province of Ontario is not really all that serious. However, I do believe that we recognize, possibly with the advent of the credit system in our school system, it has been much more difficult to keep track of youngsters. Many school boards have set up internal procedures whereby they can keep track of youngsters and make close contact with the home rather readily.

I'm not so sure that our absenteeism problem in this province is all that serious. We did do a tap of six boards of education a year ago prior to the establishment of a task force looking at attendance-recording procedures. I would say that the absenteeism rate in the secondary school is probably between eight and 10 per cent. I think that's too high and I think we can work on it, but I don't think we're going in the negative direction in that it is becoming more prevalent at this particular time.

[We see society as having a considerable influence on attendance in school. There are factors in society—broken homes, the affluent society, peer influence and many things—that have influenced children in not attending school. In many ways, the school boards have a responsibility in trying to change attitudes towards attendance at school and we're working in this direction. We're trying to improve attitudes in society through the school, through the community, through the youngsters, the teachers—everyone working together to improve it. No one person can do it alone. I think the attendance counsellors of today are much better equipped to help youngsters who are not attending school. I think you made the reference that in the past, they were referred to as truant officers.]

The symptom of not attending school is maybe not the problem. The reason for the child not attending school is the problem, and I think our attendance counsellors are becoming better qualified to deal with these youngsters who are not in attendance.

A year ago we instituted the attendance counsellor certification program. This year we're continuing with part two, part one being run concurrently. We had 40 counsellors in attendance last year at Queen's University. We expect most of those people back for part two this year, and we're taking another 38 or 36 into part one. The response from the boards of education across this province to our program for meeting the needs of youngsters who are not attending school has been very positive and very encouraging.

Mr. Bradley: I don't know whether this question should go to the minister or not. Specifically, he deals with overall policy. Do you feel that the juvenile court has any significant role to play in enforcing attendance at secondary and elementary schools?

Hon. Mr. Wells: I personally would feel much as I think the Attorney General (Mr. McMurry) felt when he gave you the answer to his question in the House today. I don't think to make a blanket statement that the family court is the place where all these

problems should go to be solved is the right answer. I think that perhaps the family court can serve a useful purpose in certain cases and can be very helpful, but I don't think we should look upon it as the only way of solving the problem. Therefore we'll have to continue to find a lot of different solutions to solve the problem of attendance at school.

But as Mr. Watson has said, the real problem is to find out why those young people don't attend school and what can be done to correct that problem.

Of course, there are all kinds of extremes. On the one hand and in the very extreme case are those who say they shouldn't be in school anyway, that it's futile and silly to be wasting time and effort making some kind of provision to keep them in school. You know that. There are still people who feel that even our early leaving program is not sufficiently open and that we should return to the kind of system we had six or seven years ago. At that time, anyone could get a permit and legally be out of school at age 14.

We haven't felt that that was a good answer to the problem. We look upon the early school leaving policy that we've adopted as one solution to this problem of people who perhaps otherwise wouldn't be staying in school or would present an attendance problem. It blends in early leaving, working, some school, involvement of committees, involvement of board, and involvement of parents as sort of a total program for the 14 to 16 year old.

Mr. Cooke: How are the diversion programs working? I know that they started diversion to help the problem of lack of attendance in Windsor about a year or two ago. Do you know if that's working very well?

Hon. Mr. Wells: Maybe Mr. Watson could tell you.

Mr. Cooke: Is it too early to tell?

Mr. Watson: I think it is a little early. However, I think there are three areas—Kingston, Waterloo and Windsor—which have been involved in the diversion programs. This is where they attempt to have a pre-court screening or involvement. I know that Judge Thomson, who is the associate deputy minister of the Ministry of Community and Social Services, initiated it in Kingston, and I think it was quite successful. But overall, I guess it hasn't been in operation long enough to make a real determination or study of it.

Mr. Bradley: Along the same line, again I would express agreement with the minister in not opening that up to a great extent. It is my understanding that there are some abuses of that program which are difficult to over-

come. In some cases they leave school at the age of 14 and have a work experience but the work experience is not always satisfactory. There is often heavy absenteeism involved in the work experience. So they tend to spend as much time in places other than their place of work as they do at their place of work. This presents a difficulty not only to their parents but also to the police and certain other authorities in our society. So I am really reluctant to see any widening of that unless it is done on a very selective basis.

My question goes to Mr. Watson again. Does he feel it is more difficult now to require students to be in attendance at schools than it was in the past? I'm thinking of the filling out of charts and other paperwork and administrative work that has to be done before you can really require a student to go back in the classroom.

Mr. Watson: I don't think it is more difficult—I really don't. I think a procedure can be set up in secondary school or any school system today that can be handled very quickly and readily without a lot of paperwork. I must confess that maybe in some cases—and it is more evident all the time—a number of schools are asking for permission from the minister to set up their own register or their own way of recording—they are not totally satisfied with our register. We had a task force that was looking at the use of the register, and we now have a committee that is taking the recommendations contained in that report and trying to develop an implementation strategy.

I honestly believe that the main problem with non-attendance at school is the lack of immediate communication with the home. We have schools and secondary schools and innercity schools—where they declare they are innercity schools in the community in which they are located—that have absenteeism at four to five per cent, which is excellent. The reason is because they make contact immediately. I think of one school in basically a blue-collar employment area that has a four or five per cent absenteeism. They contact the home of every kid who misses every period on that day. That's when it stops because the parents then are much more concerned and co-operate with the school.

I think we are working in that direction. We are hoping to establish our criteria whereby the boards will be able to set up their own policies as long as we have these assurances built in.

Mr. Bradley: I would certainly agree with that statement. That is by far the most effective way of dealing with it on the front line

so to speak. I would like to get a comment—again I realize it was used for the wrong reasons perhaps—on the policy of Marc Lalonde, when he was the Minister of National Health and Welfare, of removing any reference to the family allowance as a—call it a threat if you will—to maintain attendance in schools. Did you make any representations to him when he removed that?

Mr. Watson: I know that the Ontario Association for Counselling and Attendance Services, the body that represents attendance counsellors in this province, made a presentation to the federal government asking them to reinstitute—they have taken away the issuing of the allowance based on attendance as a condition for it. The federal government's argument is simply that we should not be penalizing the persons who need the money. The parents may have difficulty getting those children to school. They might take them to school and they won't show up. But we are often penalizing the poor ones and they don't want to have any part of it. Where our attendance counsellors have made direct contact on an individual basis and on an association basis they have told us they are not prepared to change their policy.

Hon. Mr. Wells: As a Ministry of Education we didn't make any representations on that matter.

Mr. Bradley: I don't know whether there are any further questions on attendance that somebody may want to come in with; if not, I have another question that I would like to ask.

[4:00]

Mr. Chairman: You have the floor, Mr. Bradley.

Mr. Cooke: Before we get on to the next question, could I ask something on that? I'm not sure whether this is the proper vote. I want to ask about the early school-leaving.

Hon. Mr. Wells: This is the vote.

Mr. Cooke: I raised the issue last year and I would like to raise it again. I would like to know the state of early school-leaving in Ontario and whether school boards are developing programs and hiring early school-leaving officers to administer the program.

Hon. Mr. Wells: I'm sorry; you're asking whether the school boards have been engaging officers to administer the program?

Mr. Cooke: You might remember from last year that my complaint was that this is a compulsory program for school boards to get involved in but there is no funding from

the ministry. From what I have seen of the program, and I served as chairman of the early school-leaving committee in Windsor when I was on the board, it was a very ineffective piece of legislation; it wasn't working properly at all, because there was no one to administer it and no funding from the ministry.

Hon. Mr. Wells: That's not completely right. There is funding because, even though those students are completely away from the school, for instance, if that's the program prescribed for them, they still remain on the rolls and they get the full grant for those students.

Mr. Cooke: But the point is that there is no incentive for boards to spend over and above that. That money is coming to them in any case.

Hon. Mr. Wells: With respect, it wouldn't be coming to them in any case. For instance, if you had the old work permit system, they would have left the schools and they wouldn't have been counted.

Mr. Cooke: I understand that.

Hon. Mr. Wells: As it is now, even if they are out working for the full two years, the board gets full grant on those pupils.

Mr. Cooke: But the costs remain the same, because you don't lose teachers in the system in order to—

Hon. Mr. Wells: That's right. But I don't think you can say there's no funding, because we thought of that very carefully and we thought this was the way that we could make some money available to boards for this program.

Mr. Cooke: I understand that. But the point is that there is no incentive for the boards to set up programs.

Hon. Mr. Wells: They don't need an incentive, because they have to set up the programs.

Mr. Cooke: I mean adequate programs. Sure, there are programs and a committee set up with some trustees on it, but there are very few boards, as I understand it, with early school-leaving officers. The state of the program last year, as reported in these estimates, was not very healthy at all. I would just like an update on that.

Hon. Mr. Wells: Maybe you and I differ philosophically, but surely we don't need incentives for every board to institute some kind of a first-class program.

Mr. Wildman: I though Conservatives believed in incentives.

Hon. Mr. Wells: After all, at some point in time, though, if this is good, and given the fact that people were after us to have early school-leaving and all kinds of re-statement of the work permits, this would have been welcomed by boards and they should have moved right ahead with it.

Mr. Cooke: I'd like to know whether the boards are moving ahead with it and what the state of the program is.

Hon. Mr. Wells: We've had a provincial review of the early school-leaving, and there's a total document here which is not available yet but will be very shortly. It's a report on the review. I could read the concluding remarks. It says:

"The provincial review of the early school-leaving regulation indicates both general congruence and positive feelings about the regulation and its implementation. Many respondents praise the regulation for being flexible and realistic in meeting the needs of certain students.

"One point of concern is the absence in some boards of a procedure to remove from the register the individuals on early school-leaving who are no longer of compulsory school age and who are not enrolled in a school program."

Mr. Cooke: Do you have any indication in that report as to whether boards are specifically using the money they are getting for early school-leaving programs?

Hon. Mr. Wells: Obviously, if they have the programs they must be using the money somewhere. Do you want me to read you the rest of this first?

Mr. Cooke: Let me just follow up on that, because it's not true. All a board has to do is set up an early school-leaving committee. They don't have to spend any money on the program. All they have to do is set up a committee and put out a form to the individuals and the students apply to that committee.

Hon. Mr. Wells: The report that Mr. Watson gives me is that most of them have instituted a program and are carrying out a program.

Mr. Cooke: That means nothing.

Hon. Mr. Wells: Would you like to comment, Mr. Watson?

Mr. Watson: What do you mean by it means nothing? I don't quite understand.

Mr. Cooke: I mean just what I said. A board can have a program which consists of an early school-leaving committee that either approves or denies the application for early

school-leaving. That's a program but it doesn't do anything for the student. It doesn't provide alternatives and it doesn't help the student look for alternatives.

Mr. Watson: The concluding statement that the minister read to you noted that there is a congruence with the regulation as it pertains and as the boards are using it. I really believe that more boards are most interested in this program because it brings the board members right to the front of what's going on in education in their system. We have many boards in this province where the trustees all want to serve on this early school-leaving committee. They have developed excellent programs. You must recognize too—

Mr. Cooke: Maybe you can explain some of the programs. I want to know about the boards that have these excellent programs. I don't mean just a committee. I mean a program where we have the early school-leaving officers working with the students and the parents in looking for alternatives. That's what I call an adequate program. Maybe we disagree on what an adequate program is.

Mr. Watson: I think it's built into the regulations that the early school-leaving persons are responsible for liaison with the home, with the placement area—whatever that placement area may be—with the student and with the school to make sure that the youngster is actually receiving a satisfactory program and that he's progressing the way they had intended in the program. There are many programs. You will recognize that in our economic times that for kids who are 14 and 15 it is difficult to find programs they have the skills to take. There are many boards that are finding that youngsters do not have the skills to go out and get a job. We have up to 30 boards that are providing life skills training programs for these very youngsters who are dropping out of a regular school program.

Mr. Cooke: When you talk about the liaison person or the early school-leaving person, are you saying that the boards are supposed to hire someone to administer this program?

That's not what happens in most boards. When I served as chairman of the ESL committee in Windsor, we did a survey of the southwestern Ontario boards to see what other boards were doing. Certainly none of them was doing that. They were doing what Windsor was doing. I think London had a

more extensive program—I'm not sure—but most of the boards were doing what we did.

We sent out forms that were available to the principal of the school. If the principal of the school felt that the student would be best out of the school system, then he was advised of the provision in the Education Act for early school-leaving. They had to **find their own alternative** and present that to the committee. We were getting something in the neighbourhood of five or six applications a year. Most were not served by this. The evaluation of the attendance counsellor was that because we couldn't afford the early school-leaving officers to help provide these alternatives most students were not being served well by this provision at all. In fact, he was going to juvenile court with these students at almost the same rate he was before the provision was brought into the act.

Mr. Watson: That's news to me and I'm pretty close to it.

Mr. Chairman: Have you finished, Mr. Cooke?

Mr. Cooke: I thought I'd get some kind of a response.

Mr. Watson: I haven't got that feeling across the province. From our statistical information with respect to the use, I don't think it's been abused. I recognize that maybe in some instances some youngsters will not fit, but don't forget the kind of kid we're dealing with.

Mr. Cooke: I know they're not all going to fit. How many boards in the province have hired early school-leaving officers to administer the program? That's the key to it.

Mr. Watson: I don't know how many have actually hired. A number of the larger boards have. But you indicated you had five persons from the board you referred to. I don't think it would be financially wise to hire an officer to look after five.

Mr. Cooke: The problem is though there were only five because there were many other students who, if the program was administered properly and we had the staff to administer it, would have benefited from early school-leaving. When you think of the type of student we are dealing with—basically they have a chronic problem with absenteeism, their parents weren't particularly interested and in many cases have given up because their kids have been missing school for years—they need someone from the school board to help them find these alternatives. The motivation is not going to come from within the home or from

within the student. There has to be someone helping them.

Mr. Watson: I am surprised to learn there are that many. I believe most of our boards are assigning persons, maybe the attendance counsellor, maybe a person from the school.

Mr. Cooke: Okay, the attendance counsellor was appointed, for example in Windsor, and most of the boards we surveyed in south-western Ontario. But an attendance counsellor to look after the attendance problems and their early school-leaving program? I don't call that an adequate program. I don't think the attendance counsellor can do everything in that area.

Mr. Watson: No, I agree with you. Then again it depends how they divert the funds, as you mentioned earlier, into the early school-leaving program.

Mr. Cooke: That's why I wondered how many boards were taking advantage of the funds that the minister says are available, and whether in fact they are using the money to benefit the children who are leaving school early, or whether they are using it in their general revenue for other board programs within the system.

Mr. Watson: I don't really know.

Mr. Cooke: I think you should find that out. I think that's important.

Hon. Mr. Wells: This is all going to be in this report. It's in the process of being finished. When all the appendices are included, most of the information you want will be in this provincial review.

Mr. Cooke: Would you make sure that I get a copy of that?

Hon. Mr. Wells: Sure. I am looking at the appendices that are to be in here. According to the index page there is a whole group of them; some of them deal with these manpower surveys, guidance counsellors' reports, summary sheets, some examples of programs, and so forth. But they are not all in here yet. We will get this to you as soon as it is completed.

Mr. Van Horne: I would like to direct a question or two to Mr. Watson, but to preface the questions with the observation that—I think Mr. Cooke hit it head on—it really depends on the priority a board puts on attendance and the problems it encounters with making attendance compulsory that determines the success of a program such as the early school-leaving program.

Mr. Cooke: And if the board can afford a new program.

Mr. Van Horne: Well, they may determine that their supervisory officer or officers, or one of the officer's assistants, will have to take that on if it is a priority, and drop some other responsibility. I can only speak from my own personal experience as superintendent of student services, being assigned the title, in addition to that, of the board's chief attendance officer, and beyond that, a person responsible for all the arrangements for early school-leaving. The board made it a priority, I had to carry on with the job.

I think part of the responsibility has to be accepted and shared by the board. However, I would on the other hand level some criticism at the ministry and suggest that regional offices could do more overseeing than they are doing of such things as early school-leaving. Maybe there is some reference to that in the report, I don't know.

That was the preface. I have questions. Do you want to react to the preface?

Hon. Mr. Wells: That's the involvement of the regional offices in the early school-leaving program?

Mr. Van Horne: Yes.

Hon. Mr. Wells: Would you like to explain that?

Mr. Watson: In our provincial review, each of the regional offices were responsible for contacting the individual boards in the region and gathering the data with respect to how they are using the program and whether they were congruent with the actual regulation. So the regional offices have been very much involved in the early school-leaving program.

[4:15]

Mr. Van Horne: But in a data-gathering role as opposed to leaning on the board a little and suggesting they straighten out their act and make the priorities.

Mr. Watson: As a result of our early school-leaving review, which hasn't been processed, there are many recommendations contained in that. Certainly there will be steps taken by the ministry to ensure that the boards are following the regulations in adequate ways.

Hon. Mr. Wells: Just before you get into your comments perhaps this would be helpful for the committee to have a total perspective.

The total number of students in the province for the year 1976-77—we have not got 1977-78 yet, we won't have that until the end of July. The total number in the early school-leaving program was 2,912 and that was broken down: 256 are processed by early

school-leaving committees but required to attend school full time; 172 are on approved programs that required parttime attendance at day school; 430 are on approved program including some formal education, such as night school; and 2,054 are on approved programs, with no school attendance. That gives you the total of 2,912, but that is for the whole of the province.

Mr. Sweeney: Mr. Minister, would that not confirm the suggestion made earlier that by far the bulk, something like 70 per cent, are not getting any educational program whatsoever?

Hon. Mr. Wells: It confirms the program the committee decided best for those students didn't involve any educational component, yes.

Mr. Sweeney: But it would sure make you wonder how effectively those committees are trying to provide an educational program when the percentage is as high as 70 per cent!

Hon. Mr. Wells: In some cases, this may involve areas where busing is necessary and they may not be able to work out the type of program.

Mr. Sweeney: Not 70 per cent, that is too high.

Hon. Mr. Wells: That 2,054 is a very small percentage of the total enrolment in the secondary schools.

Mr. Sweeney: I'm not talking about that, I'm talking about a particular group.

Hon. Mr. Wells: The thing is, of that particular group that apply, most of them probably feel that is the category they will go in anyway. I guess in some degree, the school-leaving committee has decided that is the best way to handle the situation, but they are still approved programs. Here we get back to the financing. Those people, of course, are all generating a grant for the school board so to say the school board is not getting any money for the program is not correct because it is getting the grant money for those students.

Mr. Cooke: But just because they are under the regular program, that doesn't mean that the board is saving any money. That is why there is no incentive for boards to getting into setting up special programs.

Hon. Mr. Wells: Conversely though I can say it means they are not in the program and the board is getting a grant for them. They are getting grants for someone who is not in the school system.

Mr. Wildman: That's an incentive to get them out.

Mr. Van Horne: Mr. Chairman, another question. It strikes me that with the fairly large number of immigrant students—and **when I say this, I hope I am being kindly**—that a lot of people new to our country, seem to have a different perception of the role of schooling in their life and of how they accommodate their needs to it. And it strikes me, in my experience in London, that in a couple of schools in the community that had a fair percentage of Italian and Portuguese particularly, the children were summarily withdrawn from school prior to being able to qualify even for early school-leaving. It seems to me the magic age of puberty seemed to demand in many family cases that the child be put to work on a parttime or a fulltime basis. The family, in quite a few cases, was controlled by a father who didn't necessarily understand the language or the laws of the land.

I have to wonder if you've given any thought to, through the immigration process, making people new to our country aware of the expectation of the Ministry of Education and boards in so far as compulsory school attendance is concerned? Is it drawn to the attention of immigrants that we do have compulsory school attendance?

Mr. Watson: I don't know what happens when they arrive in our country and whether they're made aware of the educational laws and compulsory school attendance laws as they so exist. However, when it is found that a child of compulsory school age is not in attendance, then communication is made with them at this point in time, to try and explain to them what the laws are. I believe that is being done.

Mr. Van Horne: This again is after the fact. My point is that when it is after the fact the job becomes doubly hard because the attendance officer, or whoever the person is in the school system, spends time trying to find a translator and beyond that trying to find the parent. He may be out pouring cement or picking vegetables. The Lord himself knows where half of them are. You have to then become sort of a super sleuth to chase down the parent.

Hon. Mr. Wells: I guess the answer to your question is that we would hope the Canadian immigration service would make this, along with a lot of other facts about life in Canada, known to those people who are coming into the country. This is only one of a whole host of things a person would have to know if they're coming to live in this country; the various requirements, such as the fact that you can get a driver's licence

when you're 16 years of age and that school attendance is compulsory until the age of 16.

Mr. Van Horne: You're hoping that. I would like to know if, in fact, it's happening. I'm wondering if you can contact the federal immigration people or do you leave that to myself if I'm a concerned member of the provincial parliament?

Hon. Mr. Wells: We could certainly check into it. I think what you're really talking about is a much bigger problem of the whole induction program for newcomers to the country. It should be part of that whole process. I must say I don't know at this point exactly what is done in that regard.

Mr. Van Horne: I would submit to you that it would be worth finding out, because education is a cornerstone to their citizenship when they are making this their country.

Hon. Mr. Wells: We can easily find out what kind of program is provided for newcomers to tell them about these various ways of life in this country.

Mr. Van Horne: I think that should be done. I don't want to dwell on this vote too much longer.

The press in the last year has carried a couple of stories that seems to have been noteworthy enough to get almost a provincial covering; that is, in situations regarding the withdrawal of a student from school to be educated at home. I recall one case, whatever the family's name was, I believe it was in Chatham. Could you very briefly review those conditions under which a parent may legally withdraw the child from the school, and beyond that, is there a growing incidence in the number of cases such as that?

Mr. Watson: The situation you mentioned in Chatham is a real classic, I suppose, when we talk about the lack of court support and not being very supportive. As you know, the court did support the board in seeing that those children were in school. My report from the director of education recently is that those children—there are two children involved—are at the top of their class and have been enrolled in school since the day their parents were ordered to put them in school. I'm very pleased.

I've been the provincial school attendance counsellor since 1972. Yes, there are more cases where parents are showing they wish to educate their children at home. I can't tell you how many, because I'm not totally aware of the ones where boards have ratified that the program the parents are providing is satisfactory, which is allowed in the Education Act. But the four that have come to

my attention, where we have had to conduct an inquiry with respect to the programs that are being provided, is an increase over other years. But four for this particular school year is really not substantial, I don't believe. I guess it depends how you measure it with respect to other years.

In some cases parents have been allowed to keep their children at home and from then on the boards make the check. The boards have to make the determination that the program is satisfactory.

Mr. Van Horne: So you are not concerned that the incidence is so great that we have to keep probing or—

Mr. Watson: I think we are probing. I think that the boards are very much more concerned when they come across parents who do not have their children in school. I think they try to point out to the parents the rights they have to educate their children at home and that all we want to make sure of is that the children are receiving an adequate education. If they are receiving an adequate education at home, fine. But, yes, we are investigating all these cases the best we can.

Hon. Mr. Wells: It might be interesting, Mr. Chairman, if Mr. Watson just concluded this matter by telling us what was the outcome of those four hearings that he had, if he can recall that.

Mr. Watson: Yes, we have one in process now. As a matter of fact, I have been subpoenaed to court next Tuesday in one of these cases in which the parents still insist on keeping the child at home, even though we have had an inquiry that assessed the program as being inadequate. We had another situation this year where the parents took their children and put them back in school after appearing before the judge. I am going in reverse order of sequence in which they occurred.

The second case this year was a situation—I am not totally sure of the real reason for it. It was another "White Tam" situation, if I may use that term, similar to the one in Sudbury, if you recall, where we do have a problem. My directive to the parents went out on a particular day, I have forgotten the date, advising them to have their children in school. I received a telephone call from the mother that afternoon just to advise me, "Don't send me a letter, my children are in school." I have had a followup since with the local board and yes, the children are still in school.

Ms. Gigantes: What does "white can" mean?

Mr. Watson: It's the brothers of St. Michael's, which is a—I don't know how to say this without offending anybody, but it's a group of Roman Catholics who—

Ms. Gigantes: But what does "white can" have to do with that?

Mr. Watson: Well, that's when they call themselves, the White Tams.

Ms. Gigantes: Tams, oh. I heard "white can." I was thinking of some kind of garbage—

Mr. Watson: The first case was a rather unique one where the parents were not sending the child to school for medical reasons but no doctor would verify that she was still ill enough not to be in school. We did an inquiry—we had a doctor inquire along with an educator to determine the adequacies of the program there and we found those to be inadequate. I understand that in that one, the child was in school for a period of time and has now opted out of school again. The parents have not made the child attend and it's coming before the courts, and I am not sure when.

So those are the four that we have had this year.

Mr. Wildman: I am wondering if the ministry can indicate what special programs the ministry has proposed to school boards regarding native students and attendance counselling and so on for treaty native people? Some have to send their children to schools in many cases in communities adjacent to or some distance from reserves. That is, students are going to school in white communities since the reserve school system was, for all intents and purposes, ended. What programs have you got to assist in ensuring native students are in attendance and are benefiting from the school program?

[4:30]

Hon. Mr. Wells: We have two counsellors in the north, one working out of Thunder Bay and one working out of Red Lake, who are handling those problems in that part of the country.

Mr. Wildman: In the northwest?

Hon. Mr. Wells: Yes.

Mr. Wildman: What about the northeast? Or for that matter in southern Ontario?

Hon. Mr. Wells: We don't have anybody in the northeast at present. These are native people who have been on our counselling course and who are working. Those people in the northwest are hired by the local board and we pay 100 per cent of the cost.

Mr. Wildman: So that is really a local board program for which you are providing the

funds? Do you have any program of assistance to local boards other than that type of program?

Hon. Mr. Wells: Apparently the Department of Indian Affairs and Northern Development can put provision for this kind of counsellor into their agreements with the local boards and have it as part of the cost they pay to the board. We believe that, for instance, Nipissing may have a counsellor under that particular agreement.

Mr. Wildman: Those are part of the agreement between the board and the Department of Indian Affairs?

Hon. Mr. Wells: Right. It provides that this could be put into the cost arrangement and then the board could have that.

Mr. Wildman: In relation to that, are the individuals you mentioned involved in counselling children who are from the far north and who are boarding in towns while attending school? Is that the major part of their work or are they also dealing with students who are being bused from outlying reserves into towns to go to school?

Hon. Mr. Wells: It could, of course, depend on the agreement, but I gather that the major emphasis is on those people who are boarding in the particular area, who come in from out—

Mr. Wildman: I would have thought so. That's a useful type of program and an important one, because it can be quite a disorienting situation for a student to come from the far north, a small community, and suddenly be put into a place like Thunder Bay.

Hon. Mr. Wells: Yes. It indicates here: "The function is to counsel territorial children who are not registered Indians and who attend the local schools, mostly secondary, and for whom the minister is responsible. These are largely graduates of district school areas who go to the 'big city' for further education. Counselling includes the normal understanding of the term, plus boarding-home-finding, parent liaison, weekend and after-hour duties, in some cases."

Mr. Wildman: That sounds very good, but I note in there you said—which is typical of the ministry—that they're non-status or non-treaty native people you're talking about. Is that correct? In other words, you're saying the Department of Indian Affairs and Northern Development is responsible for the treaty Indians.

Hon. Mr. Wells: They would include the counsellors for the status Indians going into local schools. That would be part of the program and the agreement. These would basic-

ally be covering non-status Indians. The Thunder Bay and Red Lake people would probably be covering non-status Indians.

Mr. Wildman: Are you aware that in some cases where treaty Indians are living off reserves but have retained their treaty status, there then becomes a real jurisdictional hassle over who is responsible for giving assistance, of whatever type, to those students who are attending school between your ministry and the Department of Indian Affairs and Northern Development?

Hon. Mr. Wells: I'm aware that at some times there are some jurisdictional problems. We're always constantly trying to sort out and to try to keep them to a minimum, but I guess of necessity when you have two agencies handling one particular function, schooling, it's going to cause some of those problems from time to time.

Mr. Wildman: You don't have any overall policy on treaty Indians living off the reserves?

Hon. Mr. Wells: I think that that's still part of what we're discussing with the federal government, a general overall policy. In a number of cases, we have assumed the responsibility for those people, even though we don't have that overall policy determination at this time. In the case of Summer Beaver and Slate Falls, we erected schools for the treaty Indians living off the reserve. Father Moss School is operated by the Kenora District RCSS Board at Sioux Narrows.

Mr. McClellan: When did that program start? Father Moss School was built in the 1960s, wasn't it?

Mr. Wildman: While you're looking at that, I want to point out that I've had a number of situations—not a large number in my riding where treaty Indians, that is, status natives, living off the reserves and in many cases living in railroad communities, and working on section crews, have sent their children, or have intended to send their children to school in towns at some distance. They have run into problems with attendance in relation to a number of things, whether it be being able to find room and board for them in a town or funding for clothing and so on.

The Department of Indian Affairs and Northern Development indicates that as they're not living on a reserve they're not in its jurisdiction. When you contact the Ministry of Education, they say these people are treaty Indians and are not in their jurisdiction. You say you've set up some schools, but you're still in the process of trying to get some kind of agreement from the federal

authorities as to how the divided jurisdiction will be worked out.

Hon. Mr. Wells: We think there should be some kind of agreement, but we wouldn't see any of those students deprived of schooling in the interval. We wouldn't let bureaucratic ongoing discussions interfere with the schooling, but you will recognize that there are discussions that have been going on and there are agreements needed in those particular areas. When all is said and done, under the basic ground rules at present the federal government should be paying for those students.

Mr. Wildman: Is it a perpetual discussion?

Hon. Mr. Wells: Hopefully, it's coming to an end one of these days.

Mr. Wildman: Legally, from my knowledge of it, you're probably right in saying that the federal people should be honouring their responsibility to treaty people, but can you indicate how long these negotiations have been going on?

Mr. McClellan: You brought up Father Moss School which I understand was built in the early 1960s at Sioux Narrows. You're dating your discussions back to those days and before. You're talking about a process of discussion that's been going on for three decades.

Hon. Mr. Wells: That's just an indication of one of the schools. Summer Beaver is another school that was only built a year or two ago. It was built by us but we're billing the federal government and they're paying the operating costs for the students going to that school. That school is not on a reserve. It's for students off the reserve. The federal government has accepted the responsibility for the costs of the students.

Mr. McClellan: When did the planning start on that school?

Hon. Mr. Wells: We did it and it was done very quickly.

Mr. McClellan: When did the planning start for Summer Beaver?

Mr. D. C. Johnston: The planning for Summer Beaver started in the summer of 1976, it was opened in March 1977 and already it's crowded, and the community is very anxious that the students when they complete grade eight not be sent outside the community. They have just approved another \$129,000 to put an addition on to the school, so we'll have a grade nine there in the coming year and grade 10 in the following year.

Mr. Wildman: Are these schools administered under your Northern Corps program?

Mr. D. C. Johnston: Yes they are. The federal government is providing the operating costs of \$75,000 a year, but we had to put up the building ourselves.

Mr. McClellan: What were the children using as a school facility prior to the recent construction of that particular school?

Mr. D. C. Johnston: Well, this is a unique community. Most of the families lived at Lansdowne House and they weren't happy with the situation. This community is a dry community and they insist that you build a home before you come into the community. It's really a great community to visit, quite dry. I think it's a tremendous model for the future, I hope.

Mr. Wildman: Separate from that—before I get on to the Northern Corps—you don't have any specific programs that you use or that you encourage boards to use to counsel families, whether they be status or non-status native peoples in terms of problems with attendance for schools, whether they be special schools that you are running or whether they be schools that are run by local boards of education.

Hon. Mr. Wells: There are two people we indicated already in Thunder Bay and Red Lake.

Mr. Wildman: Yes, under those local boards. You fund those two people—

Hon. Mr. Wells: Yes.

Mr. Wildman: —but you don't as a minister have any kind of program in consultation with local boards at all?

There are some social problems on reserves, you may understand.

Hon. Mr. Wells: No, we don't have any people working in the Ministry of Education. But, as I say, there are people working in some of the local boards in those areas.

Mr. Wildman: Can we get to the Northern Corps, then? Would you agree that a large percentage of your schools under the Northern Corps are for native people, whether they be status or non-status?

Mr. D. C. Johnston: Yes, that's correct.

Hon. Mr. Wells: Mr Johnston is responsible for the Northern Corps school, so perhaps he can give some of the answers.

Mr. Wildman: Do you have any native counsellors working for the Northern Corps? I don't necessarily mean native people, that might be useful; but people who are specially trained to deal with counselling native families working for the Northern Corps.

Mr. D. C. Johnston: No, at the moment I just have two counsellors who are on the Northern Corps budget. What we are trying to do is get native teaching aides in each one of the schools. Eventually, I'm hoping to get native teachers; that's my goal.

Mr. Wildman: That would be useful.

Mr. D. C. Johnston: I have an interesting situation with that: last year when we tried to get some of the native teachers they wanted to go into the city schools, so we're trying to get some native teachers recruited this year out of the Thunder Bay area to enter our schools.

Mr. Wildman: How many students are handled under the Northern Corps?

Mr. D. C. Johnston: Six hundred and seven, I believe, in 19 schools.

Mr. Wildman: And they are run out of Sudbury and Thunder Bay, is that right?

Mr. D. C. Johnston: Yes, out of the three regional offices: North Bay, Sudbury and Thunder Bay.

Mr. Wildman: I see. How many teachers are employed by the Northern Corps?

Mr. D. C. Johnston: Thirty-seven.

Mr. Wildman: How many of these teachers are operating in one-room-school situations?

Mr. D. C. Johnston: I think 11 of them are two-room schools, I have one five-room school at Mine Centre and the remainder would be one-room schools.

Mr. Wildman: How many of the teachers operating in one-room-school situations are actually living in the school or adjacent to the school in the community?

[4:45]

Mr. D. C. Johnston: All my teachers are living in teacherages attached to the school or just across the clearing.

Mr. Wildman: Are there very many of these teachers who are the only white person in the community?

Mr. D. C. Johnston: That would be true in Summer Beaver, Slate Falls and Franz. In the other communities, and I have visited them, particularly on the CNR line where you get the CN personnel, there are white people there.

Mr. Wildman: Under the Northern Corps is there a local board set up to advise on how their school should be run?

Mr. D. C. Johnston: That's correct.

Mr. Wildman: What authority does that local board have in terms of hiring and firing teachers?

Mr. D. C. Johnston: It has complete authority in that. I don't have any employees; we provide a service. I try to recruit teachers centrally, and I make recommendations to the board. It is usual for the board to accept the recommendations that we make. On occasion, they decide they would prefer to take another person; that's their prerogative, if they so desire.

Mr. Wildman: Isn't it the case that it's rather difficult in most cases to get people to teach for the Northern Corps?

Mr. D. C. Johnston: That's exactly why we have a Northern Corps to recruit teachers.

Mr. Wildman: Exactly. So it is rather difficult, if you make a recommendation that they hire or keep a certain teacher, for them to have a choice.

Mr. D. C. Johnston: They have more of a choice now than they had in previous years. I actually have a waiting list now. It was a bit awkward when I recommended people whom I thought were good teachers this year and the board decided not to hire them, but we were able to get other teachers. I have to respect their choice on their criteria.

Mr. Wildman: Does the Northern Corps have a policy of regular transfers, after so many years, for teachers who are still working in the Northern Corps?

Mr. D. C. Johnston: We try to encourage them to transfer, but we have found it a little difficult. We have some teachers now who would like to transfer, but we really can't go into a community and tell a teacher who is happy that he has to move on. Some of the teachers this year were concerned that we were going to ask them to move on when they are very happy where they are, but I said we wouldn't ask them to move. However, we do have several requests for transfer that I would like to honour.

Mr. Wildman: Do you have any requests by boards for the transfer of teachers that you have not agreed to?

Mr. D. C. Johnston: We have one board at the moment that has requested that we transfer the teacher.

Mr. Wildman: Is that Missanabie?

Mr. D. C. Johnston: We do have a situation in Missanabie. We are looking for an alternative position for the person.

Mr. Wildman: The only other question I have in relation to the Northern Corps is, can you indicate how much money is being spent on the Northern Corps this year and how much you expect to spend next year?

Mr. Chairman: I should remind the committee that we agreed to pass the last three items under vote 3002 by 5 o'clock.

Mr. D. C. Johnston: We spent \$850,000 through the general legislative grant on Northern Corps schools. We spent \$84,000 on the Northern Corps direct services. Half of that is for the counselling service that you were referring to earlier. Would you be interested in knowing what other services we provide?

Mr. Wildman: Yes. But I don't want to extend it, Mr. Chairman.

Mr. D. C. Johnston: We provide supervision from the regional offices on a regular basis. We are trying to provide curriculum support, particularly from the Thunder Bay regional office next year. We feel we have to beef up curriculum support.

Mr. Wildman: How many of the Northern Corps schools have francophone programs?

Mr. D. C. Johnston: Two that I am aware of.

Mr. Wildman: Is Missanabie one?

Mr. D. C. Johnston: No.

Mr. Wildman: Can you indicate to me, is it the case that the Northern Corps is considering the closure of schools that have fewer than 20 students?

Mr. D. C. Johnston: We are not considering closing those schools. We found that a person was travelling through the north saying that. As soon as we found out, we took—

Mr. Wildman: What about fewer than five?

Mr. D. C. Johnston: We're not considering closing them with fewer than five. We have one situation—Franz—where the board has suggested that they'd like to bus some of their students.

Mr. Wildman: What about Oba?

Mr. D. C. Johnston: We don't have any plans to close that.

Mr. Wildman: Okay. I just want to ask one other question. You said that about half of that money was for counselling. How much money is being expended on the training of native teachers and teachers' aides? Do you see an expansion of that program?

Mr. D. C. Johnston: We don't directly train teachers ourselves. We're hoping we can have more native teachers available, but we don't have anything in our budget for that.

Mr. Wildman: Do you recruit, or try to recruit, possible teachers' aides from the communities? That would make sense they'd be more likely to want to return.

Mr. D. C. Johnston: We definitely try to get them from the communities, yes.

Mr. Wildman: Is the training carried out by other boards? How does that take place?

Mr. D. C. Johnston: We have a professional development program which we run in the regional offices. We bring the teachers and some of the teachers' aides in in October and again in February and give them a week of professional development. We would like to be able to do more by going into the communities through our regional offices. I think that's where we'll be set up next year.

Mr. Wildman: Can you see an expansion of the French programs in communities where a large proportion of the population is francophone, such as Missanabie?

Mr. D. C. Johnston: We're definitely trying to recruit French-speaking teachers.

Mr. Wildman: Do you have any now, other than the two schools you were talking about?

Mr. D. C. Johnston: Of the seven vacancies that we have now, we have five couples who have applied who are French-speaking. If they're acceptable to the board, we would like to encourage them.

Mr. Wildman: All right. How many native students' counsellors do the boards hire across the north or across Ontario? Are the two that the minister mentioned earlier the only two that we've got? I don't mean just the Northern Corps. I mean the whole ambit, the local boards and so on.

Hon. Mr. Wells: We don't know. We'd have to find out the number by agreement for you. We'll find that out for you.

Mr. Wildman: Okay, I'd appreciate it. Also, if you can give me the information I asked for earlier on the point of order, I'd appreciate that as well.

Mr. Sweeney: I have a couple of questions on the general heading of supervision. Mr. Minister, now that you have incorporated more compulsory programs, is there any plan to restore, even partially, supervisory officers or inspectors or whatever you want to call them, under the jurisdiction of the ministry?

Hon. Mr. Wells: If you're talking about the old type of subject inspectors that went into the secondary schools—

Mr. Sweeney: Some variation. It doesn't have to be the same.

Hon. Mr. Wells: —the answer is no. But we're intending our regional office people to conduct provincial reviews that will tell us, in a given area, what the situation is across

the province. It will be done in a manner somewhat like the partially completed review which we were referring to on early school leaving where what a board is doing is carefully reviewed and put together in a total report.

Mr. Sweeney: So you will, in fact, through ministry personnel, be doing some monitoring of the compulsory programs that you've introduced?

Hon. Mr. Wells: From time to time, yes. I think we should state, so there is no doubt left as to what is happening, that at the time school inspectors passed from the scene, it was also the same time that larger units of administration came about and we have in this province a large number of highly skilled and highly dedicated supervisory officers who don't work for us but work for local boards. The responsibility on them as supervisory officers is to be sure that the regulations and the mandates of the education system of this province are carried out.

So, in fact, there is a very direct system that replaces the inspector system, and that is with the supervisory officers working for the local boards being sure that our requirements are carried out. The provincial review mechanism will from time to time, through those supervisory officers working for the local board, collect a review of what is happening in a particular area. It may be in the mandatory subjects in secondary school and the procedures being followed there in the courses and so forth.

I should temper my remarks, of course, by saying that in certain areas of the north the supervisory officers are still, in fact, employees of the Ministry of Education.

Mr. Sweeney: Your review mechanism then will be a sort of spot-check approach rather than a continual one?

Hon. Mr. Wells: That's right, rather than a continual approach in the manner that the old inspectors' operation was, yes.

Mr. Sweeney: Under regulation 191, duties of teachers, it says "carry out the supervisory duties assigned to him or her as the case may be by the principal." Given the current rash of work-to-rule situations in which some exams haven't been marked and marks have not been forwarded to the proper bodies, what procedure do you have to ensure that teachers who are responsible for those functions as part of their regular duties—I'm not talking about extracurricular—carry out those duties?

Hon. Mr. Wells: Do you mean how do we ensure that those duties are carried out?

Mr. Sweeney: It is certainly public knowledge at this point in time that certain functions which are considered by most educators to be part of the teachers' regular duties, in fact, are not being carried out in a work to rule.

Hon. Mr. Wells: That's quite right. We have differing opinions, and I must say to you that at this point in time and in the heat of a dispute I am not sure that anybody has come up with any way of being sure that those duties can be or will be carried out. I find it very difficult to believe that anyone would say that passing on marks is not part of the regular job of a teacher in the system. I can't conceive of that being a part of a work-to-rule situation. However, I must say that there are others in the system who disagree with that.

Mr. Sweeney: So where you know it is being done you don't make any move to ensure that the regular supervisory responsibilities are carried on?

Hon. Mr. Wells: No, we haven't made any move to ensure that. I guess we have assumed that the boards will attempt to make the necessary moves to make sure that that function is carried on.

Mr. Sweeney: The registrars at both the University of Guelph and the University of Waterloo have indicated that grade 13 students applying for limited course selection programs and scholarship programs who don't get their marks in by June are "out of luck." Does the minister have any sense of responsibility for those students? Does he have any contingency plans to assist them when it is obviously completely beyond the jurisdiction of the student to do anything about it? It relates to the question I asked previously.

[5:00]

Hon. Mr. Wells: Yes, it was my understanding that the universities were using grade 12 marks and were going to attempt to allow every possible leeway for those students from areas where there are at present school board negotiating problems. At this point in time we have not had a dispute that has gone into the end of the year, as some of these now appear to be going, so we don't have any precedent upon which to base the kind of actions that will be taken by the various parties. Up to this time, in those other disputes where there has been a lockout or strike, they have been settled before the end of the year. Programs have been instituted to make up the necessary work that was lost and marks were

granted and, as far as I can ascertain, there were no particular problems with the university entrance.

At this time we are still in that situation where maybe a different situation will apply and we will have to wait and work with that as it approaches and as it comes about, but I can't tell you what the ultimate solution to that will be. The Ministry of Colleges and Universities and ourselves will be working with the universities to see how they are going to handle the situation.

The first question that has to be asked is, how are the school boards and the teachers going to handle the situation of granting the credits in those particular areas, and I don't think anybody has completely worked that out yet either.

Mr. Sweeney: Have any of your officials, particularly maybe your legal officers, ever given you a legal opinion as to what position a grade 13 student might be in if he or she were denied entrance into a limited university program or denied a scholarship under the conditions which I described?

Hon. Mr. Wells: No, we don't have any legal opinion on that.

Mr. Sweeney: It would be an interesting case.

Hon. Mr. Wells: As I say, we have really never had anything that has come up—

Mr. Sweeney: You are facing two right now, as you are well aware.

Hon. Mr. Wells: We are facing a couple right now.

Mr. Sweeney: Yes, and we are getting awfully close to the boundary line. Okay, I notice under the area of responsibility that you provide liaison with the James Bay Education Centre. I know you are not responsible for running the program. Do you have any comment as to the effectiveness of the program that's being operated there?

Hon. Mr. Wells: I think we did the James Bay Education Centre. There was \$100,000 voted in the first vote for it.

Mr. Sweeney: Oh, okay.

Hon. Mr. Wells: It's a grant to the program and we really aren't running any educational programs there.

Item 12 agreed to.

On item 13, research and evaluation:

Ms. Gigantes: I just have one question on that. I wonder if the minister could tell us where to find the most up-to-date projections for school enrolment within the ministry?

Hon. Mr. Wells: Projections on to the future?

Ms. Gigantes: Yes.

Hon. Mr. Wells: I think all our projections are done by the same people who did them for Dr. Jackson's commission.

Ms. Gigantes: What's the latest you have published?

Hon. Mr. Wells: They are published regularly in a bulletin and this is the latest one that has been published, June 14, 1977, so there will be a new one out very shortly, Ontario elementary and secondary school enrolment projection, 1977 through 1986.

Ms. Gigantes: Could I get a copy of that right now?

Hon. Mr. Wells: Yes. Did you not have a copy before?

Ms. Gigantes: If I have, I haven't found it. Thank you.

Mr. Van Horne: Mr. Chairman, I too would seek advice, as Mr. Wildman did a few moments ago. In this vote we have an item on co-ordinating evaluation programs. Is it proper to ask if there's any followup to the report that was issued last year on the work group on evaluation and reporting? Is this the proper place to ask that question?

Hon. Mr. Wells: Yes. In a few words, the approach that we've been working on following that work group has been through Mr. Penny's branch to work with different groups of people to develop a pool of assessment instruments—I guess "questions" is the layman's word for that—that can be used by teachers in this province in the various areas. We've let contracts, for instance, in English, French as a second language, Canadian and social studies, and math and computer applications.

In most cases these contracts have been let with OISE; in some cases, with some of the school boards; and in one case, the Ontario Secondary School Teachers Federation. Various groups are preparing pools of assessment instruments that can be used with our curriculum guidelines, and those will be available over the next year. In fact, they may even take a little longer. They will then be available for the various teachers and school boards to use, and this will be an adjunct to the whole area of evaluation.

When those instruments and questions are available in programs, it will be possible to consider whether they could or should be used on a provincial basis or some other such evaluation approach. They will be based directly on the guidelines, particularly the intermediate guidelines, the new ones that we have developed and are developing.

Mr. Van Horne: In a sense, that covers recommendation one out of the report from last year. We may be oversimplifying it.

Hon. Mr. Wells: That is the biggest and most difficult one to deal with. Of course, in the other area, we have the proposal that is out in the working paper on the Interface, which is the grade 13 province-wide achievement tests in mathematics and English. That, of course, is out. We're getting the responses back in on that. What happens in regard to that suggestion and proposal will depend upon the responses and the total approach that's taken in the next three or four weeks. It may be a little longer, but in the next little while.

Mr. Van Horne: There is a total of nine recommendations that come out of that report, and in recommendation 4 there is a definite allocation of funds and other resources to be made by the ministry to encourage boards to develop in-service training, et cetera. Can I find that in the estimates for this year?

Hon. Mr. Wells: Maybe Mr. Penny can comment on some of the other activities that relate to those particular suggestions.

Mr. Penny: Yes, we are working to develop materials to meet in-service needs.

Mr. Van Horne: Have you got money here? If so, how much?

Mr. Penny: The money is in the contractual research fund, and there are various contracts under way that will develop instrumentation for assessment purposes. The intention would be to move ahead when that instrumentation is available and mount professional development programs that are devoted to its adequate use.

Mr. Van Horne: So boards will really not come on stream until the fall of 1979.

Mr. Penny: Yes, we need the instrumentation, the tools and the improved methods on which to base professional development programs first. There's not actually money in the current budget for that purpose, although there is an evaluation component in virtually every summer course that the ministry offers in any field. That's a standard component.

Mr. Van Horne: That then covers one of the other recommendations in so far as supervisory officers are concerned.

Mr. Penny: You'll find that in the professional development branch vote.

Mr. Van Horne: I think we should stop. I would have more questions but I'll direct them to the minister's staff. I believe Mr. Sweeney had a question, Mr. Chairman.

Mr. Sweeney: Following along the same line, I notice in the publicity given to these province-wide tests for grade 13, that two observations are made. The first one is that the testing would be done in the fall and would have no impact on the actual grade 13 marks themselves. What are you trying to get at then?

Hon. Mr. Wells: The idea is that they would be a general measure of achievement in both of those basic subjects and that the results of the test would be available to the teacher in the particular school where that student is, and that information would be available to the universities, for those students going on to university, to use as a further mechanism to decide on students that they wish to admit; if they wish to have some standardized instrument across the province upon which to base admittance, particularly in limited enrolment courses, and on the other hand if they wanted to use them to some degree for internal placement.

As you know, a lot of universities are presently asking students to write either math or English tests as part of the admittance procedure, or, once they are admitted, for placement within various programs in the university.

Mr. Sweeney: If they're going to be written in the fall of grade 13, they would be more a reflection of his ability and achievement in grade 12 than in 13, would they not?

Hon. Mr. Wells: Yes.

Mr. Sweeney: That's not necessarily contradictory to what you're trying to get at?

Hon. Mr. Wells: No, no, that would be the idea of these, because you could conceivably have a person writing that test who isn't taking an English credit in the grade 13 year, but they would still write the English achievement test and those marks would be available. On the other hand, if they weren't taking the mathematics the chances are that they wouldn't write the mathematics, because a person who isn't taking mathematics in grade 13 is perhaps one who has been streamed up after grade 10 in areas other than the mathematics field.

Mr. Sweeney: Are you aware of any universities other than Waterloo that have had to develop their own weighting system to compare marks on some sort of equity basis from students from various schools across the province?

Hon. Mr. Wells: Yes, the University of Toronto is doing that in the engineering faculty. I'm not sure that it's exactly the same, but Professor Atkins' whole operation

grows out of that measurement of the criteria they will set for acceptance. I think you're aware of his preliminary study that was mentioned in the newspapers recently. He's the one at U of T who came up with the preliminary report that said the present grade 13 marks are a better indicator of success or failure in the university engineering courses than the old grade 13 exams were.

Mr. Sweeney: That's what I was leading to, Mr. Chairman, that's where it all ties together, because Waterloo is coming to the same conclusion but only when they weight them. In other words, it isn't just the raw grade 13 marks, it's weighted grade 13 marks. Are you going to take that factor into consideration as a result of this study, or is the study going to stand on its own feet?

Hon. Mr. Wells: As a result of which?

Mr. Sweeney: The study that you're doing at present to decide whether or not you're going to introduce common marks.

Hon. Mr. Wells: Yes, I think we'll be very interested in looking at the various weighting mechanisms that the universities have used, but you have to realize that their weighting is in regard to the students in their own universities, so that it's very hard to use any provincial application of those weightings, because the weightings then depend upon the kind of marking that goes on in their own university. The weighting is developed, as I understand it, from the success that the students have from those different high schools in that university and in that particular course. That then allows for the various mark variations and escalations that may occur within each different institution. We certainly know that there's no co-ordination between the kind of marking that goes on at the school of engineering at the University of Toronto and what goes on at Waterloo. There would be just as much variation probably there as there would be in the marks between high schools.

Mr. Sweeney: I have other questions but I'll come back to them later, Mr. Chairman.

Mr. McClellan: How quickly does the September enrolment data become available to the ministry? For example, this year, when did you have a complete set of figures, actual enrolment for September 1977 for all the boards?

[5:15]

Hon. Mr. Wells: I will get you an exact date in just a minute.

Mr. McClellan: We can go on while we are waiting for that, I was just curious.

Mr. Cooke: Mr. Chairman, are we going to be getting on to the next vote? Last year

we never got to the last vote, and I hope we will be getting to that.

Mr. Chairman: That was my intention. I felt the committee should get on to the last vote. We had tentatively agreed we would swing on to the last vote at 5 o'clock but obviously we are going to have some difficulty with that. Can we call this vote to a close perhaps in the next five minutes?

Mr. McClellan: We don't have anything else.

Hon. Mr. Wells: The answer to that is about the end of February.

Mr. McClellan: Isn't that slow?

An hon. member: You don't need to answer that.

Hon. Mr. Wells: Our chief statistician is sitting down there busily working away. Maybe she can tell you whether it is slow or not. Is it slow?

Mr. McClellan: It is all right. I don't want to belabour the point.

Mr. Chairman: You have one other question, Mr. Sweeney? Perhaps you can pose it—

Mr. Sweeney: I think there is a question that will come to mind if—

Mr. Nixon: I just wanted to ask the minister or any of his advisers if the open concept system is something that has been evaluated either under this vote or anything related to it.

Mr. Chairman: We talked about that yesterday, Mr. Nixon.

Mr. Nixon: Oh good. In that connection then, I would like to ask the minister if there is a procedure whereby there could have been, or might be in the future, some savings associated with that? I'm thinking of when school boards make a commitment to the open concept system and then, as has happened repeatedly, find that they have to decide otherwise a few years later. The minister's own experience when he was on the board in Scarborough should have been helpful in that connection. Why is it that school boards always have to learn those lessons again?

Ms. Gigantes: Mr. Chairman, is this in order?

Mr. Chairman: Not really.

Mr. Nixon: If it is out of order, I will let it go and write him a letter.

Ms. Gigantes: I think you should.

Mr. Nixon: Or maybe I will read Ms. Gigantes' speeches.

Ms. Gigantes: I didn't speak to that.

Mr. Nixon: On what basis is this out of order?

Ms. Gigantes: This is the research and evaluation vote, and all financial matters—

Mr. Nixon: Evaluation of systems. Is not the open concept school a system of education?

Ms. Gigantes: Yes, but you were talking about the financial aspects of it.

Mr. Nixon: But I always thought that dollars associated with evaluation—

Mr. McClellan: If you want to shoot your critic's schedule all to hell, go right ahead.

Mr. Nixon: I was ruled out of order and I don't think it is unwarranted to ask on what basis, although I have the greatest confidence in the chairman much more than in the NDP critic.

Ms. Gigantes: We saved an hour for the final vote; we now have less than three-quarters of an hour left.

Mr. Cooke: Give him the three minutes that you—

Mr. Nixon: No, I withdraw that. I withdraw all that except my reference to the NDP critic.

Mr. McClellan: He's going to sulk now.

Hon. Mr. Wells: Mr. Chairman, in answer to the question about the statistics it really takes until January when the reports come in. The September attendance report is part of a large report and it is taken at the end of September. It is not at the beginning of September, it is attendance at the end of September. We have to verify it and so forth. Much as it seems a long time, it takes that long to get the valid statistics. I think we probably do it faster than Statistics Canada does its statistical work.

Mr. Chairman: Mr. Sweeney, you have one short question?

Mr. Sweeney: I have a short question, but I don't know how long the answer is going to take.

Mr. Chairman: I am sure the answer will be short as well.

Mr. Sweeney: I expect it will be too. I want to come back to the general heading of research and to a question that was raised by my colleague from Rainy River (Mr. T. P. Reid)—in other words, the studies that the ministry has done and particularly the 1977 Goldfarb Consultants Ltd. "Perspectives on Current Educational Concerns" for \$40,000.

Mr. Nixon: Do you retain him too?

Hon. Mr. Wells: Just one of them, not both the brothers.

Mr. Sweeney: What was that all about?

Hon. Mr. Wells: It was a general public opinion survey across the province on general concerns in education. I can't recall all of them but it was a whole variety of questions about education.

Ms. Gigantes: Will you table the questions if you won't table the answers?

Hon. Mr. Wells: As you recall, my answer was that there was a question on the order paper about all the government polls. At that time, I gather, there will be a statement about the policy in regard to the tabling of those and it will be a total government position.

Ms. Gigantes: Would you consider that there might be a difference between the answers and the questions?

Hon. Mr. Wells: I'll take that under consideration.

Ms. Gigantes: Good. Good.

Mr. Van Horne: Do you suppose Goldfarb would like my phone number.

Hon. Mr. Wells: I'll bet you he has your phone number.

Ms. Gigantes: He hasn't surveyed you yet?

Mr. Sweeney: As a general principle, Mr. Minister, if I recall correctly the point that you made in the House, you conduct these studies to get information that helps you run the ministry more effectively. I think this is really the point you're trying to make.

Hon. Mr. Wells: I suppose that perhaps isn't the right way to put it. The right way to put it is that we conduct polls in order to have some feeling for what people think on various educational issues. That's really the purpose of any polling as far as I'm concerned. I think that the example and the kind of questions and that are to be found in the very detailed one that formed part of Interface. They're all variations on that particular one where people were asked whether they were satisfied with the school system, whether they thought it was better than it was 10 years ago, what are their attitudes towards teachers, and so forth.

Mr. Sweeney: Okay, I realize the clock is running. What I'm really trying to get at, and you walked right into it—

Hon. Mr. Wells: No, I didn't walk into it, that's—

Mr. Sweeney: Okay, just a minute now. When the Interface report came out, and there were a number of "critical responses" you were very quick to respond that, "Oh, well, that's just the public opinion poll, and you can't place too much confidence in those." That was your reaction. If that is the general reaction when you get a public

opinion poll, and you don't get the kinds of answers you like, then why do you do it?

Hon. Mr. Wells: I don't think I ever put it in the words you have just put it. I think what I said was—

Mr. Sweeney: If you check the Hansard—

Hon. Mr. Wells: No, what I said—I've used it many times and I think the president of the Ontario Secondary School Teachers Federation used it in speeches too. In fact at times I thought we were writing each other's speeches on this matter—

Mr. Sweeney: Yes, so did I.

Hon. Mr. Wells: But the point was, the question in there asked people what they thought of the school system. I can't recall the actual question, but most people were unsatisfied with what they thought were the results of the school system. In other words they showed a lack of confidence in it. However, when you went to the other part of the Interface, that wasn't substantiated in the actual reports that Traub and Russell and others did, where they had done tests and they had measured people going from grade 12 and grade 13 onto post secondary.

They didn't show, in a lot of the subject areas, that students today were not as well prepared as they had been say 10 years ago. In other words, their research findings were different from the public's perception of the system, and that's what I said. I think it was very good to have the public's perception because it showed us that even though—

Mr. Sweeney: The public is all wrong.

Hon. Mr. Wells: —things may be a little different, the public perceived at that time that the school system wasn't satisfactory. The latest Goldfarb report I've seen, which was done by the Toronto Star, I think shows that the public is more satisfied with the school system than they have ever been. I haven't got it here because I—

Mr. Van Horne: It's out being framed.

Mr. Sweeney: If that's the case, we can be sure we're going to get a copy of it.

Ms. Gigantes: Did you personally authorize the taking of the poll and the kinds of questions?

Hon. Mr. Wells: Did I? Yes. Maybe I'm showing my own background. I came into politics from advertising and publishing where polls, samplings of opinion were a daily part of our method of operation and—

Ms. Gigantes: Salesmanship.

Hon. Mr. Wells: Not salesmanship. Just to know whether—

Ms. Gigantes: Part is salesmanship.

Hon. Mr. Wells: Well, part is salesmanship and part is to know what people think.

Mr. Sweeney: Not necessarily.

Hon. Mr. Wells: There isn't a large corporation or organization in this country that doesn't do something of this nature, including a lot of non-profit federations.

Ms. Gigantes: But usually they don't use public money to do it.

Item 13 agreed to.

Item 14 agreed to.

Mr. Chairman: Shall vote 3002 carry?

Mr. Van Horne: I didn't agree with the carrying of item 14, because I said on the very first day that I had some further comments to make on regional services. I am just going to serve notice here publicly that I am still concerned. I feel the regional offices are in their death throes and that the minister should reconsider. If you want an opinion poll, bring together the guys who work in the ministry office, spend a weekend with them and tell them to be really honest with you. Get them to say what they think about their role.

Hon. Mr. Wells: I wish your former leader were here to hear your speech. I think I share your concerns. We want to have our regional offices viable, active organizations. They are suffering from the same kind of constraints that the whole ministry is suffering from in terms of funding and personnel.

Mr. Van Horne: It is more than constraint. The morale, as I perceive it, is lower than a snake's bottom. I really do have to try to impress on you, Mr. Minister, that a lot of those guys out in the field are down in the dumps. You should make it a priority; if you are going to keep regional offices at all, then do something.

Hon. Mr. Wells: Do you think we should keep them?

Mr. Van Horne: Certainly. I wouldn't be speaking for them if I didn't.

Vote 3002 agreed to.

On vote 3003, services to education program:

Mr. Chairman: I think that in view of the limited time, it would be more practical to take the vote as a whole and divide the time equally. Agreed?

Hon. Mr. Wells: I have a statement on this that I want to make.

Mr. Chairman: The minister has a statement.

Hon. Mr. Wells: I want to report this to you so that we have it all on the record. I want to make sure I have it right.

Mr. Sweeney: You finally figured out what you're doing.

Hon. Mr. Wells: We have had some very long discussions about superannuation in some of our considerations of supplementary estimates. Although it is not required under the Pension Benefits Act, it is now Management Board policy to have an annual actuarial variation done. We now have this actuarial report for the year ending December 31, 1976. The one we were talking about earlier was for December 31, 1975.

The valuation was done by Eckler, Brown, Segal and Company Limited, who were the consulting actuaries for the 1975 three-year valuation, and they used the same assumptions as were used for 1975. The valuation as of December 31, 1976, indicates an unfunded liability of \$1,594 million. At December 31, 1975, the unfunded liability was \$1,397 million. This was reduced by payments to \$1,351 million.

From the \$1,594 million which is the figure in the new valuation, you take away \$1,351 million, which means that we now have \$243 million identified as an increase in the unfunded liability of the plan.

[5:30]

The next thing that needs to be said is that the province is not required to make any payments on the basis of this valuation. The Pension Benefits Act under which these payments are made requires that a valuation be done every three years and that every third year that the unfunded liability be made up. But if it did, if we were, and if we decided to, it would mean we would have to put in a payment of \$26,707,000 for 15 years beginning December 31, 1977. That would amortize the \$243 million increase of the unfunded liability and increase the total payments for the year 1977 to \$171,143,000.

Mr. Sweeney: No, it can't be—\$171,143,000?

Hon. Mr. Wells: Yes.

Mr. Sweeney: Okay.

Hon. Mr. Wells: That's the total annual payment for the unfunded liability. I can't tell you at this point in time what the government's decision will be; we haven't had a discussion with the Treasury as to whether or not that money will now be paid in. But what it would mean is that by the end of this estimate period, in order to have everything paid up as per this new valuation, we would have to provide for another \$55,283,000. That would be made up of \$26,

707,000 for the unfunded liability payment that would have been made in the 1977-78 year. Of course it's too late to pay that now. Then there is the other \$26,707,000 for the 1978-79 fiscal year, and that would bring us up to date. But there would likely be \$1,869,000 interest payable on that which would give you the total of \$55,283,000. And that isn't provided for in these estimates.

Mr. Sweeney: Can I just clarify one point? Is the \$171 million inclusive of the 26 million or not? You said a \$171 million annual payment. Does that or does it not include the potential \$26 million for one year?

Mrs. E. McLellan: Yes, it would—on the unfunded liability, because the unfunded liability as determined in 1975 was in the neighbourhood of \$144 million. Do you remember—we have had this discussion; so that's the \$26 million.

Mr. Sweeney: Yes, I understand, okay. But no decision has yet been made to include that 26.

Hon. Mr. Wells: No decision has been made as to whether we will come back for supplemental estimates to put that in. As I pointed out to you, we are not required to under the Pension Benefits Act, as we are every three years with the three-year valuation. It would seem to me that probably what we should be doing is paying that, but that decision hasn't been made yet.

Ms. Gigantes: The statement from the Treasurer (Mr. McKeough) in March, when we did the supplementals, was that there would be no more supplementals this year; he said that definitely to us.

Hon. Mr. Wells: That's right—for the fiscal year 1977-78. But you see, you can assume that as soon as you get a new actuarial valuation, there's likely going to be a change in it. This has now come in and was received around April 1.

Ms. Gigantes: I asked him specifically whether there would be another supplementary in the year 1978 and he said no.

Hon. Mr. Wells: He meant based on this other actuary report.

Mr. Van Horne: Some assistance is required here, Mr. Chairman. We have spent a fair bit of time—

Hon. Mr. Wells: Did you bring your sheets with you? If you have brought those sheets we provided you with; have you got the sheets?

Ms. Gigantes: What's the best thing to do—

Hon. Mr. Wells: We have got some updated ones.

Ms. Gigantes: Updated,

Mr. Van Horne: Let me finish my point.

Hon. Mr. Wells: Okay.

Mr. Van Horne: Here we are with approximately 28 minutes to go. We are dealing with millions of dollars and I am really not sure that I am prepared to glance at these and say, "Thank you very much. Everything is in order as far as I can see," and say I approve of this vote.

I suggested to Mr. Blundy and Mr. Sweeney before the minister started that somewhere in the back of my mind there was a shortfall of \$25 million or something. That was strictly a guess and I'm not even sure I had the right numbers. With what the minister has just said and with the magnitude of this fund, somehow or other we've got to be allowed the opportunity to look at these figures and come back at some later time before we vote on it. It makes a farce of the whole exercise if we sit here in 25 minutes and say: "Yes, I understand the whole thing. Pass." It just doesn't make sense.

Mr. Chairman: Mr. Van Horne, you understand how the system works. You understand how the time is allocated.

Mr. Van Horne: I'm seeking direction. Suppose I say I'm not satisfied with this vote. What happens then?

Mr. Chairman: Once the time runs out, the vote automatically passes.

Mr. Van Horne: It's automatic and then we have to get into a hassle some time later on with a supplementary estimate.

Mr. McClellan: In 1976, we didn't even get to school business and finance.

Mr. Van Horne: I'm asking your direction, Mr. Chairman. You've been here longer than I.

Mr. Chairman: I think that if there's a problem and a serious problem, the members of the committee can ask for the Teachers' Superannuation Commission to come before the committee as it did last fall.

Mr. Van Horne: We may as well go fly a kite.

Mr. Chairman: In terms of changing the rules of the game with respect to consideration of the estimates, that's just simply not possible.

Ms. Gigantes: I don't know how you can say that, Mr. Chairman. We had a working agreement at the beginning of our estimates on the division of time for these votes. I think if anybody hasn't stuck to it, it hasn't been

the members over here. We've attempted to keep the discussion rolling. I was very interested to get to this section myself. I've deliberately considered it very little this afternoon.

Mr. Chairman: Everybody understands the rules of the game and we have to live within those rules. It's not the function of this committee to change the rules. I understand your problem, Mr. Van Horne. To dump it on the lap of the chair and try to get me to resolve it at this point, well, I just simply can't do it.

Mr. Van Horne: You say there's no way around it?

Mr. Chairman: No, there isn't.

Mr. Van Horne: There's no way around it. That's all I wanted to hear.

Mr. Chairman: Once the time is out, that's it.

Mr. Van Horne: I don't need a lecture. I don't need anything. Just give me some facts and let's get on with it.

Mr. Chairman: That's quite agreeable to me. You have the floor.

Mr. Sweeney: May I ask the minister one question, please?

Mr. Chairman: Have you finished, Mr. Van Horne?

Mr. Sweeney: Oh, I'm sorry.

Mr. Van Horne: No, I have not finished.

Mr. Sweeney: Okay, go ahead.

Mr. Van Horne: Just for the record, I would ask these following questions: First of all, the annual evaluation is taking place and that's almost rhetorical, I suppose. The possibility of our having to deal further with the superannuation fund in supplementary form is there. At what point might the cabinet be reviewing this? When might we be faced with a supplement?

Hon. Mr. Wells: I would suggest we wouldn't be viewing it until probably some time after the new year.

Mr. Van Horne: The calendar year 1979?

Hon. Mr. Wells: No, the fiscal year. In other words, some time in early 1979 the government would probably look at the policy. The statement as to whether it would be done or not might be made some time before. I certainly have made the point very clearly with all my colleagues that I think there's great folly in having two supplementary estimates, as we had last year. Therefore, if you're going to have supplementary estimates you should have them towards the end of the fiscal year period so that you know that all the things that have to be put

in supplementary estimates will be put in them. Therefore, likely some time after the new year, we would find out what they are.

Mr. Van Horne: The OTF people had submitted to the ministry—they started back in 1975, but they've been working on it over the last three years—some proposals for some changes in the Teachers' Superannuation Act which would have a bearing on the cost to the ministry per year. I am referring to such things as amending the act to provide (b) and (f) pensions under the factor 90, where beneficial, as opposed to the current processes based upon ages 62 and 65; and the other amendments. Without reading all eight or nine that the federations have been asking for, what is the status of these suggestions or recommendations for change?

Hon. Mr. Wells: The status of any request for legislation and of results of our discussions is that it is being considered by the government.

Mr. Van Horne: They have been under consideration or development for three years; so I would suspect that this consideration may last for another few years.

Hon. Mr. Wells: Not necessarily. Some of those things that you have talked about have monetary implications, though.

Mr. Van Horne: That's right.

Hon. Mr. Wells: Therefore, they fall into—

Mr. Van Horne: Others don't.

Hon. Mr. Wells: No. There is a package that is under consideration by the government at the minute; it has been a result of a lot of discussions that have gone on between the OTF and myself. We are working on that package and we will have some answers on it shortly.

Mr. Van Horne: In addition to that, going back to 1975 again, I guess, there was another request to bring the technical teachers into the fund for the period of time they were in their trade area. I understand this has required some kind of negotiation with the federal government. Can you tell us about the status of that particular request?

Hon. Mr. Wells: Basically, up to this point we have had a negative response on that from the Department of National Revenue. There is a slight opening, Mrs. McLellan tells me, but there has been a basically negative response on that. In other words, the adoption of that kind of a procedure with the plan could negate the registry of the plan with the Department of National Revenue. I think that's the gist of it.

Mr. Van Horne: I have a final question, and it may have to be answered a little later.

In the debate that we had in the latter of the two supplementaries, I questioned the Treasurer about table C9, page 25 of budget paper C. I further questioned him on the Edmonton commitment table.

In part, his reply to me—and I would have to assume that he appraised you of the answer too—reads: "The projection of the commitment on an unbroadened basis for 1978-79 would produce a cumulative under-delivery of \$177 million." That is what I suspected in asking him if he would extend that table over one more year. He goes on to say: "I should point out that if 1978-79 revenues were to grow only at a natural rate of increase of approximately eight per cent, this cumulative position would only be in the neighbourhood of \$60 million." So there is a considerable spread.

I am wondering if you can indicate to us whether you have had any further conversation with him on that particular topic.

Hon. Mr. Wells: No, I can't give you anything further on that topic. I would be glad to look into it and see if I can give you some updated information.

Mr. Van Horne: Did he provide a copy of this reply to you?

Hon. Mr. Wells: Yes. I have all the replies that he made.

Mr. Van Horne: I have no further questions at this point, Mr. Chairman.

Ms. Gigantes: Mr. Chairman, I will submit a series of written questions to the minister concerning changes to the structure of the superannuation plan and questions that the OTF was asking of the ministry for written response if I may. I would like to then go on and try to make some sense out of the collated figures that were given to us after the last supplementary estimates on the Teachers' Superannuation Commission and relate them somehow to the estimates that are before us, because I have difficulty understanding them.

I would refer you, Mr. Minister, to the first collated information sheet you gave us on all the payments into the fund from 1975 forward.

[5:45]

Hon. Mr. Wells: There's no difference on the first page here from the new one we've given you today.

Ms. Gigantes: Okay. I just happened to have marked up that page.

If we refer to the columns on the second page, item 6, in the 1976-77 printed estimates corresponds, as I understand it, to item 12, which is the interest on initial unfunded

liability, January 1, 1965. Why was that down so much in 1977-78 and where is it now? In 1976-77 it was \$19,697,000, in 1977-78 it's recorded here as \$4,697,000, and the estimate we have before us is for \$22,980,000. That's for the unfunded liability established as of January 1965. Why should those figures vary?

Hon. Mr. Wells: Item 6, interest on initial unfunded liability, was \$19,696,000 in 1976-77, as you indicated. In 1977-78, it only showed in the estimates as \$4,697,000 because, as you see, in item 10 there was a prepayment by Management Board order of \$15 million; so you add the \$15 million.

Ms. Gigantes: I'm sorry? Where?

Hon. Mr. Wells: On the big spread sheet there; it's item 10 over on the left.

Ms. Gigantes: Right.

Hon. Mr. Wells: There was a \$15 million payment, and that shows in item 10 as \$36,913,000; that was the prepayment that was paid before the fiscal year on behalf of things in the 1977-78 year.

Ms. Gigantes: What creates the difference then?

Hon. Mr. Wells: That gives you \$19 million, and then the supplementary estimate was for the interest, because the interest had gone up from six to seven per cent. Then you go over to item 20 in this year and you have \$22,980,00 as the interest on the unfunded liability.

Ms. Gigantes: Good. Now, if we turn to page 149 of our estimates book and look at the amortization of the unfunded liability in the teachers' superannuation fund, established as of December 31, 1972—this is not recorded in any of the items that we have before us, is it?

Hon. Mr. Wells: It should be item 21 there.

Ms. Gigantes: Oh, yes. I see it. Why, in 1977-78, was there no amount recorded?

Hon. Mr. Wells: Because it was the other part of that \$36,913,000 that was prepaid.

Ms. Gigantes: Right. Thank you.

Hon. Mr. Wells: That's why it is shown as a zero in there.

Ms. Gigantes: The experience deficiency; I'm okay on that one. What about the amortization of the unfunded liability as of December 31, 1975?

Hon. Mr. Wells: That's item 25, on page 153.

Ms. Gigantes: And where is that?

Hon. Mr. Wells: In the estimates?

Ms. Gigantes: No, in the collated sheet that we had. I'm looking at page two.

Hon. Mr. Wells: It is in the supplementary there, because the first payment was in December 1977, and then we paid the other one in March.

Ms. Gigantes: Could I ask about one other item? On page 159 of the estimates book, teachers' superannuation fund, what does that refer to?

Hon. Mr. Wells: This is the matching payment that was paid, the six per cent that corresponds with the six per cent that the employee pays into the fund.

Ms. Gigantes: Is this anywhere accounted for on the correlated sheets that we have?

Hon. Mr. Wells: No. It isn't mentioned on the sheets, 1975-76-77-78 because it is a statutory payment. It depends upon the number of teachers and the salaries and the payment into the fund, so it is statutory, but it is on the estimates sheet. It should be on the estimates sheet here.

Ms. Gigantes: On page 159.

Hon. Mr. Wells: It is shown at the bottom for reconciliation purposes under there, 3003S, teachers' superannuation fund, less recoveries from other ministries.

Ms. Gigantes: Could you give me that reference again?

Hon. Mr. Wells: Do you see the big sheet here? It is shown down here at the bottom.

Ms. Gigantes: Is that item 28 you are referring to?

Hon. Mr. Wells: It is under item 28. Do you see item 28? Then when you go under there is 3003S, teachers' superannuation fund, less recoveries from other ministries, and you get the \$120,670,000.

Ms. Gigantes: That is very helpful. Thank you very much.

Hon. Mr. Wells: Incidentally, could I also just say the amount immediately under that is the one per cent matching contribution paid into the superannuation adjustment fund, which is the fund that adjusts according to the cost of living, and there's a \$23,121,000 statutory payment there. Put the two of them together and you get the seven per cent that matches the seven per cent the teachers pay.

That money is, by statute, paid in each year. I think that is one of the things that needs to be cleared up, because there is an implication in a lot of stories that are written about this that somehow the government is not putting in the matching contributions it is entitled to put in. Of course, they always go in by statute and are calculated according to the salaries of the teachers and the number of teachers who are

teaching in the field, and that is why that figure to some degree is adjusted, but it always matches the seven per cent that teachers contribute.

Ms. Gigantes: Thank you.

Mr. Sweeney: Mr. Minister, as much as I have to disagree with what was done, the \$1.351 billion of previous unfunded liability at least is understandable. We know what happened, whether we agree it should have or not, but once having realized that that was happening, how in the name of heaven do we get another \$243 million? How did your financial people know they had gone off the rails on the \$1.3 billion, and then turn around in the next report and come along with another \$243 million?

Hon. Mr. Wells: I think it is because you are changing a lot of factors that the actuaries use to figure out the unfunded liability, but you are changing none of the other fixed givens in the plan.

I don't think there has ever been any suggestion that it would be possible, by some mechanism that we could undertake or we and the teachers could undertake, to stop at this point in time, at the minute, the unfunded liability from increasing.

Mr. Sweeney: So we can expect to see this continue to happen, is that the point? When is it going to stop, if ever?

Hon. Mr. Wells: I suppose it will stop if salaries remain static, interest rates remain static and everything that's in the plan remains static, which of course isn't happening, and there's no inflation. That might happen if all those economic factors remain static. I'm not an actuary and I can't give you all the technical terms and the wherewithal. I don't think there is any assumption, given the actuarial report of 1975, that we could necessarily guarantee that there would be no more actuarial deficiencies in the fund because that's a mathematical calculation. We've got to take what the actuary comes forward with.

Mr. Sweeney: In other words, the increasing unfunded liability from year to year is based upon variables over which you believe you have no control.

Hon. Mr. Wells: Yes, I think to a great degree that's a proper statement.

Mr. Sweeney: At some point along the way, can you not refine the process in such a way that you don't get such massive increases? You only talk of an increase in one year, if I understood you earlier. This \$243 million is on the basis of your Decem-

ber 1976 report, compared to your December 1975 report.

Ms. Gigantes: The difference is \$200 million.

Mr. Sweeney: Yes, that's the point. It seems to be an awful lot in one year, once we know that the thing is not working right. It's the massive size of the figure in one year I guess I'm trying to come to grips with.

Hon. Mr. Wells: First of all, this is a massive pension plan. It's probably one of the largest pension plans in the country. I'm not sure about that, but certainly I recall when Mr. Eckler was here and we were talking about it, he said the kinds of occurrences that were happening to this plan were also happening to other plans and their unfunded liability, particularly commercial plans. I have the quote here and it says: "I"—meaning myself—"asked the actuary to explain why we have a \$1.4 billion unfunded liability." His reply—and these are his words, not mine—was: "There are a number of reasons, but let me just mention the most important reason. I won't mention what percentage of the total, but by far the most important factor is the increase in salaries that occurred between 1972 and 1975. You may recall that was our so-called hyper-inflation period in Canada before AIB was instituted, when we had very high salary increments. This was one of the major reasons for the increase."

Ms. Gigantes: We went through this and we can't have you say that.

Hon. Mr. Wells: That's his quotation.

Ms. Gigantes: Yes, I know, but we went through this with a fine-toothed comb in March and we pointed out to you that that was really an inaccurate description of events. What had been the assumption in the plan was a level of increase, and it was because of the assumption in the plan that this change suddenly showed up in 1975. It was not because teachers' salaries had been growing at such a grotesque rate. It was because the plan itself was not making assumptions about any adequate level of growth. It had been zero per cent for years and then it was three per cent.

Hon. Mr. Wells: To some degree that may have been so.

Ms. Gigantes: Oh, yes.

Hon. Mr. Wells: But the present actuarial variation had to depend on certain factors. I recall Mr. Eckler saying that—

Ms. Gigantes: He said that in December.

Hon. Mr. Wells:—it depended on the relationship between the assumption of salary increases—and remember the assumption that he uses in here is something like—

Ms. Gigantes: But that was by far the greatest cause of the increase.

Hon. Mr. Wells:—seven per cent—and the relationship, not the assumptions, between that and the interest rate. That's part of it. The fact of the matter is that if you want to look at it in very simple terms you have to understand what the unfunded liability does and the reason you pay in the money. There's a big pot of money there. If you and I or whoever is a member of the plan—I'm not—suddenly wanted everything that's his out of the plan at that particular time, there has to be enough in there for everybody to have it out. It only stands to reason, given all the things that have happened in the economy now and given the fact that the increases to the fund by either the government or the employees haven't increased, that there's going to have to be a lot more money in there to pay out the kinds of pensions based on the criteria for those pensions. That's what happened in the last year.

Ms. Gigantes: Especially given the assumptions that went on for years in that way.

Hon. Mr. Wells: No, I don't think that's right.

Ms. Gigantes: Oh, yes.

Hon. Mr. Wells: I don't think it's necessarily the assumptions that went on for years because those assumptions in their day were deemed to be correct. It's great to have hindsight and to look back and say, "If we had been there, we would have made different assumptions." But the fact is we probably wouldn't have. We wouldn't have made any different assumptions.

[6:00]

Ms. Gigantes: I think we would.

Hon. Mr. Wells: The other thing to remember is, as I recall Mr. Eckler saying at the meeting we had in December last year, this was probably one of the most conservatively run plans in Canada. In other words, we are not fiddling with it. It is run well. There are no oversights that have caused problems or anything like that. I think it is regrettable that some of the newspaper stories and other things we read suggest there has been some kind of either finagling, or mess ups, or slip ups, or something that has caused this thing to occur in this plan. That is just not the case. It is just a pure fact that based on the actuarial reports done,

and the kind of economic situation, we have to pay these kinds of sums of money in.

Ms. Gigantes: Especially given some of the assumptions that were made in the plan for several years, when it was totally inappropriate.

Hon. Mr. Wells: No, I don't buy that at all.

Ms. Gigantes: I know you don't buy that.

Hon. Mr. Wells: The assumptions made in this plan were no different to the assumptions actuaries all over the country were making in any plans at those particular times. The actuaries themselves base the assumptions they are making on general knowledge. Don't forget they are making assumptions on what will happen in the next 50 years. Is there anybody on this committee who thinks the workings of that fund are not being handled properly?

Ms. Gigantes: I think the workings of the fund have not been handled properly in the past because the assumptions have been wrong, grossly wrong.

Hon. Mr. Wells: I want to make it very clear that the Ontario Teachers' Federation has never indicated to us it felt the fund was being mismanaged.

Ms. Gigantes: I think the Ontario Teachers' Federation probably feels pretty sensitive to a minister who insists on saying the reason, and quoting again and again, even though we have challenged you, we have shown you again and again,—

Hon. Mr. Wells: Listen, I am not quoting that thing about salaries in a derogatory way, but you can't not look at facts.

Ms. Gigantes: I can't accept that.

Hon. Mr. Wells: I can tell you the same thing about the province of Ontario fund; about any pension fund. If salaries increase as they did in any segment of our economy from 1972 to 1975 it is going to have an effect on the pension plan actuarial report.

Ms. Gigantes: Yes, but it was not by far the largest reason. If you keep saying that—

Hon. Mr. Wells: I am not saying it, Mr. Eckler is saying it.

Ms. Gigantes: Stop repeating him then.

Hon. Mr. Wells: Why?

Ms. Gigantes: Because it is not accurate.

Hon. Mr. Wells: He is accurate. Do you think you are a better actuary than Mr. Eckler?

Ms. Gigantes: The largest reason for the increase was the change in the assumptions in the plan which were not—

Hon. Mr. Wells: No, that is not correct.

Mr. Chairman: Mr. Sweeney, have you completed?

Mr. Sweeney: The only observation I would like to make, Mr. Chairman—and I think the minister just reflected on it—is that I was remembering Mr. Eckler's comment that up to the period 1975 we could understand where the \$1.3 billion came from. I would have assumed that subsequent to that period we wouldn't be facing these large increases. My concern is the teachers who are at present drawing from the fund, or who will be in the next few years, may have some difficulty understanding how these kinds of almost annual increases in the liability will continue. That is a real concern, and I'm tying in with the very points you are making.

Hon. Mr. Wells: I agree with you it's a concern.

Mr. Sweeney: There has to be some way of refining this process so that these very large increases won't continue if we want to restore the credibility in the plan.

Hon. Mr. Wells: One of the ways Mr. Eckler suggests is, but I don't buy it, and I don't think you do, if the matching principle is to be maintained then both the teachers' contribution rate and that of the province should be increased by 0.4 per cent to 6.4 per cent, less CPP. In other words, he is saying you need 6.4 per cent contribution by the employee and the employer to buy the level of pension with all the benefits they are getting at the present time. We are not contributing 6.4 per cent as a government, and the teachers are not contributing 6.4 per cent. That would be plus the one per cent. So that is one way you could cut that amount down. I don't think any of us are suggesting that should be done.

Ms. Gigantes: Can we have copies of that report?

Hon. Mr. Wells: Yes, they will be printed. That is the same statement that was in the 1975 one in regard to statutory contributions and what that buys. That assumption is not necessarily bought by the teachers, incidentally, and I think in fairness we should say that.

Mr. Van Horne: What's the date of that report?

Hon. Mr. Wells: March 31.

Mr. Chairman: It is past the hour of adjournment, Mr. Cooke. Do you have a very short question?

Mr. Cooke: It's a very short question. I would have liked to have gone into it in

more detail but again this year we didn't get to the Education Relations Commission. I just want to ask the minister one question. He is very familiar with the Windsor situation, a situation that has been going on since before 1974. Can anything be done between contract negotiations in Windsor to get the relationship between the board and the teachers on the right track, as it looks like we are heading for another strike in that city?

Hon. Mr. Wells: I don't think I can offer my friend any comments, Mr. Chairman. He's been a Windsor school trustee and knows the area much better than I do. He's quite right. Certainly it would be helpful if relationships between the board and the teachers could be improved down there. I think we would all benefit from that.

Mr. Cooke: Just a quick suggestion.

Mr. Chairman: Could the suggestion be made privately, Mr. Cooke?

Mr. Cooke: I would like to get it on the record because I mentioned it last year, quite soon after being elected, and I would like to mention it again. I wonder if the minister could not get the Education Relations Commission to go into the Windsor area—now is not an appropriate time, they will be involved in the contract dispute, but after this one is over—to see if they couldn't work with the board and the teachers, find out what the problems are, and make concrete recommendations to both sides as to how the relations can be improved.

Hon. Mr. Wells: I would be glad to pass it on to the Education Relations Commission and if it falls within their jurisdiction—

Mr. Cooke: I'm sure it does.

Hon. Mr. Wells: —I think they would be happy to consider it.

Mr. Chairman: Our committee meeting tomorrow will be upstairs in room 228. It's a little bigger and there is a lot of interest in hearing Dr. Jackson so we thought we had better get a bigger committee room. That will start at 1 o'clock. I cannot pass this vote, Mr. Minister. There is a technical problem. We still have 50 minutes left. If I carried the vote, then I would have to get special permission of the House to utilize that extra 50 minutes. We'll leave it until tomorrow and I'll carry it after we are through with Dr. Jackson.

Hon. Mr. Wells: But we are going to go longer than 50 minutes tomorrow?

Mr. Chairman: Oh, yes.

The committee adjourned at 6:08 p.m.

CONTENTS

Tuesday, May 16, 1978

Education program	S-571
Supervision and legislation	S-571
Research and evaluation	S-585
Services to education program	S-589
Adjournment	S-596

SPEAKERS IN THIS ISSUE

Bradley, J. (St. Catharines L)
 Cooke, D. (Windsor-Riverside NDP)
 Gaunt, M.; Chairman (Huron-Bruce L)
 Gigantes, E. (Carleton East NDP)
 McClellan, R. (Bellwoods NDP)
 Nixon, R. F. (Brant-Oxford-Norfolk L)
 Sweeney, J. (Kitchener-Wilmot L)
 Van Horne, R. (London North L)
 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)
 Wildman, B. (Algoma NDP)

From the Ministry of Education:

Johnston, D. C., Education Officer, Supervision and Legislation Branch
 Watson, O. R., Education Officer, Supervision and Legislation Branch
 McLellan, E., Assistant Deputy Minister, Administration and Financial Services Division
 Penny, D. A., Director, Research and Evaluation Branch



Commitment
Publication



No. S-19

Legislature of Ontario Debates

Official Report (Hansard) Daily Edition

Social Development Committee

Estimates, Ministry of Education



Second Session, 31st Parliament

Wednesday, May 17, 1978

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. (Phone 965-2159).

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

WEDNESDAY, MAY 17, 1978

The committee met at 1:12 p.m.

ESTIMATES, MINISTRY OF EDUCATION (concluded)

Mr. Chairman: I wonder if the committee would agree to pass vote 3003 after today's session is completed? Is that agreed?

Agreed.

Hon. Mr. Wells: I'm very pleased to see there's a little greater interest in this session of our estimates consideration than we've had to date. I'm sure we all welcome that because we have some very important matters to discuss today.

In order to set the context for today I will read the order in council which was passed that established the Commission on Declining School Enrolments. It was passed by the Lieutenant Governor in council on August 24, 1977. It reads:

"Whereas clause b of section 9 of the Education Act, 1974, authorizes the Minister of Education to appoint as a commission one or more persons as he considers expedient to inquire into and report upon any school matter, and

"whereas it is expedient to appoint one person as a commission to inquire into the problems caused by declining school enrolments in Ontario and to report and to make recommendations in respect thereof to the Minister of Education;

"the Honourable the Minister of Education therefore recommends that Dr. Robert W. B. Jackson be appointed as a commission to be known as the Commission on Declining School Enrolments in Ontario, and that the said Dr. Robert W. B. Jackson inquire into and report to the Minister of Education upon the effects and implications of declining school enrolments in elementary and secondary schools in Ontario, and the problems resulting therefrom, with analysis of the magnitude, extent and duration of these problems and the projected time for solutions, and make recommendations to the Minister of Education in respect of the procedures that could be implemented to alleviate the problems resulting from such decreased enrolments during the next several years, while meeting projected enrolment increases in subsequent

years, where these occur, and such other recommendations as the commission considers appropriate.

"Without restricting the generality of the foregoing, the commission shall inquire into, report upon and make recommendations in respect of,

"(a) the effect of declining enrolments on school accommodation such as the closing of schools, the disposal of school sites, the transportation of pupils to other schools, the community use of schools and the impact thereof on the community;

"(b) the effect of declining enrolments on the ability of school boards to continue to provide a broad range of programs of recognized quality, including the provision of special education programs and services and programs of second language instruction; [1:15]

"(c) the effect of declining enrolments on the supply of, and the demand for, qualified teachers, supervisory officers, and other school officers, and on the education of teachers and such officers;

"(d) the effect of declining enrolments on policies of school boards respecting administrative organization, staffing, conditions of employment, including superannuation of employees, and the alternative policies that may be available; and

"(e) the cost implications for Ontario and for school boards of the implementation of any course of action that may be recommended by the commission.

"The commission shall hold public hearings throughout the province to receive information and suggestions regarding the problems resulting from declining enrolments, solicit briefs and submissions from organizations and individuals, and provide full opportunity for organizations and individuals to discuss their views with the commission in public session."

At the conclusion of the questioning in the Legislature on Monday, one of the members of the press said to me, "Who is Dr. Jackson? Where did you get Dr. Jackson from?"

It needs to be said that Dr. Jackson, who was born in Alberta and attended a one-room school there, graduated from the University of Alberta and also from the University of Lon-

don with a PhD in statistics. He was the director of educational research and a member of the department of education at the Ontario College of Education for the years 1939-65. From 1965 to 1975 he was the director of the Ontario Institute for Studies in Education. That covers his official work responsibilities, a very large and responsible area.

During those periods of time, he also served as secretary of the Hope Royal Commission on Education in Ontario from the years 1945 to 1950. He was a principal adviser to the government of Ontario from 1943 on, on matters of school finance, vocational education, development and expansion of universities, and development of community college systems.

I should emphasize school finance because while of course governments and people in charge of governments take responsibility for policies, Dr. Jackson must be credited with devising and doing most of the background work on one of the very significant educational grant finance policies of this province, the foundation plan. It was instituted in 1963 and marked the beginning of a high degree of equity between all school systems in this province, be they separate school systems or public school systems.

There are many other things I could say about the role Dr. Jackson has played in education and advising various governments of this province for many years. Because of these duties and because he is a very highly respected researcher, the choice of Dr. Jackson seemed a very appropriate one and it was. I emphasize that.

I am certainly pleased he was able to accept the challenge we put to him when we asked him to accept the chairmanship of this commission. His background certainly qualified him to take on this job and carry it through to its completion.

Now, of course, we meet here because of controversy over some remarks that Dr. Jackson made in a speech recently and perhaps because of some of his controversial statements and ideas in the interim report, which he has already presented to us and which we have made public. I think it is very fitting that Dr. Jackson has agreed to come down and discuss the report and the statements that he has made with us and give all the members of the Legislature, through those people who are representing each of the parties here at this committee, an opportunity to talk to him about the work of the commission and his thoughts.

Dr. Jackson: Mr. Chairman, I welcome this opportunity to meet with you to discuss the

work of the Commission on Declining School Enrolments to which Mr. Wells has referred.

Mr. Breaugh: Could I raise a point of order before Dr. Jackson starts? I don't want to be the member who presses the impeding of my rights, but could you make some small gesture that might ensure I get a chance to participate in the proceedings and see what is going on? We are a little overwhelmed perhaps by cables, lights and mechanics, and maybe at some point in time this House might consider a few guidelines.

Mr. Chairman: I would just simply say to the press that I recognize their interest, but if they could move about as unobtrusively as possible, it would be helpful. The committee room is crowded, and I recognize that it is a bit of a problem. The solution, of course, is to have a bigger committee room in which there is a certain allocation for the press, but we just don't have that. I would hope that the press would use good judgement in its operation this afternoon.

Would you like to continue, Dr. Jackson?

Dr. Jackson: Before proceeding, Mr. Chairman, I would appreciate your permission to make a few personal remarks of explanation in regard to the statements attributed to me and which have been widely quoted recently during my absence. Those offhand, half-joking remarks would never have been made, I can assure you, if I had thought for a minute that anyone could have been offended or even felt threatened by them.

I most sincerely regret, Mr. Chairman, that those informal and hasty comments made to the reporter after the speech in London last Friday have been interpreted as "racist" in nature. I do not think they can validly be so interpreted, and I can most sincerely assure you that they were never intended to be racist in any way.

My only purpose was to attempt to express my concern over the larger social and demographic problems which face all the industrialized countries of the world. These comprise many nationalities throughout the world, including all of those in western Europe, Soviet Russia and Japan, for example, as well as Canada and the United States.

The use of the term "racial suicide" when I meant "national suicide" was most unfortunate, although the two words are frequently used synonymously. I was, of course, speaking of our future as a nation, and that includes all of us who live in Canada.

I am certain you will learn from those with whom I have worked closely in this province, in other provinces, and in other countries that I have never exhibited any trace or sign

of racism in any form or at any time. In all my work, I have presented, and thought I was presenting in this case, only the facts of the situation or problem as I found them; but apparently I did so in too abrupt and forceful a manner.

The facts are not in doubt. We do face a serious population problem, and all the broad social problems associated with it, in Canada and throughout the industrialized world. Some writers have referred to these as the problems of an "ageing society," which apparently we joined—that is, Canada, by definition—in 1971, which is subject to a number of related economic, medical and social difficulties.

I have spent a lifetime studying demography and statistics. My first report, on the projected population of the City of Coventry in England, was published in 1937. I have studied all aspects of population characteristics in this country and in many others. At present, I hold a parttime position at the Atlantic Institute of Education in Halifax, where I have prepared numerous reports on population and school enrolment in the four Atlantic provinces, working very closely with the teacher associations and with the school systems.

My major concern and task, however, is the study of the school problem as it exists in Ontario today, and to describe it clearly and fully, which I have done in the interim report. It is a lengthy and fully documented report. The comments referred to above do not appear in it, nor will they in any of my reports, of course.

As you know, we have just completed six full weeks of public hearings throughout the whole of Ontario. We are now preparing a white paper based on an organized collection and presentation of all the recommendations and suggestions we have received at the hearings and in other forms as solutions to the problems and issues which have been identified.

These cover six sections as follows: program and curriculum; costs, both provincial and local; teacher education; school facilities and transportation; effects of declining enrolment on school administration; and effects of declining enrolment on school staffing. The white paper will be completed in the near future, probably by May 31, and distributed widely in order to secure reactions to the various solutions which have been proposed.

On the bases of these reactions, the reports prepared by the task forces of the commission, the research studies we have commissioned—which will be issued, as promised, as information bulletins and working papers—and our most serious consideration of each

issue and possible solutions, the recommendations of the final report of the commission will be prepared during the months of June, July and August and presented to the Minister of Education.

I am prepared to discuss the various sections of the interim report with the committee and to answer questions to the best of my ability.

Mr. Van Horne: Dr. Jackson and Mr. Minister, at this point, I would have to congratulate both of you on being master salesmen. The minister made reference during the course of the estimates yesterday to his being a salesman before he became involved in politics. The role of the salesman is in part at least one in which he has to attract some kind of attention to his product and/or himself. You two have succeeded in drawing attention either by accident or by design or perhaps by a little bit of both to this problem.

I would have to say, Dr. Jackson, that the comments you made, which happen to have been made in my home town, were certainly elaborated upon in the press in so far as public reaction is concerned, not only in Saturday's press but in the editorial page of our local paper. If you were to scan the clippings of the newspapers from right across the province, you would find similar editorializing. That, however, is after the fact. It is there, and you have indicated to us in a very sincere way that it was not your intent to belittle any part of our society and that the comments you made were made in perhaps a casual and an abrupt fashion. You also indicated that you have spent a lifetime in the field of education and in a variety of roles in the field of education. I would hate to see that lifetime and that career shattered or brought to an abrupt halt by an overreaction to the comments that you have made.

[1:30]

Let me submit at the beginning that I would not support a move to recommend your immediate dismissal. The job has to be done and we should, as a committee, and, perhaps as a "government," encourage you to get on with it. I would, however, say so only after a few observations.

In the report which you presented last week, you make reference to interim report two and I'm not sure there was reference to a second interim report in the order in council which was approved on August 24, 1977. Perhaps it wasn't intended there be a second interim report and I'm not sure that appears there. You're into that part of the work now and the community, i.e., the province of Ontario and certainly educators in

particular, is anxious to know what the recommendations might be. If you are submitting an interim report two in May, which is the month we are in, and expect to get reaction and have the final report ready for September, then perhaps we are either doing the job too quickly or not doing it well. I'm not sure. I would have wished you would be ready with a final report before the dates you are suggesting.

Beyond that more than the first 100 pages in your report are really a compilation of nothing more or less than what statistical information was available. There are a lot of tables, a lot of charts in those first 100-plus pages. Perhaps you have served the purpose of being a collator for us in this instance but the meat of the report really comes in chapters three to eight.

The few concerns I have are on the preface before you get to those chapters. I have indicated a concern about interim report two and I would like to ask a few questions. Will you have that report ready by the end of May? How is the minister going to get this into the hands of the administrators before the summer holiday? How can you get reaction to it and the final report done by the fall as you indicated in your earlier comments?

In your report on page 361, I'm skipping from the preface almost to the end of the report, you refer to the fact that you have already made some comments to educators or trustees or both, and I quote: "As a matter of fact, they know right now that I expect them to study their local situations very carefully, project the likely conditions of their own area for the next five-year period and begin development of plans which can be modified if necessary when my final report is issued, and I will point out further that I expect them to take action in many cases without waiting for the acceptance or rejection of my recommendations by your government. Many will have all the information and experience they need to continue to move forward."

That is a little bit in contradiction of the order in council which indicates very clearly that you are to make your report to the minister. I'm not sure there is any indication in that order in council which suggests you have that kind of authority with people in the field, trustees or administrators.

On page two of the order in council, on the fifth line down, "make recommendations . . . to the Minister of Education," it spells it out very clearly there. If I read this correctly, you've almost gone beyond the limit of your authority. It's probably out of order for me as a relative youth compared to you, who have

been around a couple of decades longer than I, to suggest you stay within the job description that you've been given and get on with the job.

You've done a little bit of show-boating, be it intentional or otherwise. You have drawn attention now to the problem, which is a great problem. As I indicated in my first few sentences, I don't want to see you removed from this role. I simply want to see the job done as quickly and as well as possible. I would like to end on that note without getting into the meat of the report. I would like the other members to have an opportunity to make a few observations too. In summary, Dr. Jackson, let's cut out the nonsense and get on with the job.

Mr. Cassidy: I wish I could be as charitable as Mr. Van Horne, who has evidently broken ranks with some comments made by his leader on Monday. I want to say that we are all offended, and gravely offended, by the remarks that Dr. Jackson made last week. That extends not just to MPPs but also to others, because those remarks were an affront both to women here in this province and also to the people in the ethnic communities of the province.

I have had some chance to think about the comments that have been made, to look at the press comments and also to study the report. It's my feeling that an apology on its own would not be enough. There is that kind of intimate link in Dr. Jackson's mind which led him to associate test-tube babies and racial suicide, or the need to prevent what he called racial suicide but is now calling national suicide. That is a theme which is not just in one speech or in a couple of offhand remarks that he may have made in London last Friday. It seems to me that that is a theme, almost an obsession, which runs through many parts of the interim report and which as a consequence, I'm afraid, has irretrievably damaged the credibility of this commissioner, despite his contributions to education in the past in Ontario, in producing a report on the problems of declining enrolment.

I'm struck by the fact that in his statement here just a few minutes ago Dr. Jackson said he regrets the interpretation of the remarks, but he has not said he regrets the remarks themselves. He simply says he does not believe they are racist and he leaves the matter to stand there. I think he should know, and people in this committee should know, of the enormous concern that those remarks have provoked, not just among visible minorities but among all ethnic communities in the province.

My colleague, Mr. di Santo, was on CHIN radio this morning, for example. Unprecedentedly, he has been invited back for a special hotline show to continue in the afternoon because of the concern being reflected by the large number of people from ethnic communities who listen to that particular station. *Corriere Canadese*, the Italian newspaper in this city, reported Dr. Jackson's remarks and commented on them. That edition has been completely sold out. There is enormous concern there which extends among all ethnic communities and not just a few.

I said an apology is not enough. I say that as well because of the fact that right through the report itself these twin themes of fertility and of immigration, which run far beyond the terms of reference of the commission by any stretch of the imagination, are paramount. Let me start by going to the end of the report. There are words and comments there which exactly echo and at times are exactly the same as comments that Dr. Jackson has been giving to reporters and which he now says he regrets, or that he regrets the interpretation thereof.

He warns about a psychological and emotional impact of the changes on our people which is related to the declining population. He says that if there are no escape valves provided from this system of contraction, the pressures of despair will cause it to explode. He warns that we can now add, he says, a large number of immigrants but they will, for the most part, be different in race, colour and culture from those of us who now live here. And that, he says, though not undesirable in itself, will lead to racial tension and conflict unless planned for.

That comment on the epilogue might be valid from a demographer standing by itself, but it has been irretrievably coloured, in my opinion, by the comments that Dr. Jackson has said subsequently. It seems to me that any discussion on the report is also going to be irretrievably coloured because of remarks he was unfortunate enough to have made to the press.

Then there is the last of many references in the report to developing countries with uncontrolled fertility, a reference to racist attitudes which, he says, lie close to the surface in many of our citizens. Then there is a reference to the politicians who he says, are going to have to sort this out. I don't know whether Dr. Jackson's white paper is going to come back to these questions. I hope he has the wisdom to understand the feeling of the Legislature and the province, if he is still in that position, and not to refer to them again. Even if he were not to refer to them

ever again, it seems to me it would not be possible for the more than two million people of this province whose origin is from outside Canada to look with equanimity on the report.

If I can go through some other aspects of the report as well, Dr. Jackson in his comments about women, in suggesting that they should be paid to stay home to be housewives and to raise kids, talks in the report on page 113 about the need for Herculean measures in order to increase the fertility rate. He doesn't say what those Herculean measures are to be, but he said so in London, or it seems to me that what he said in London was a clear corollary of what he had to say in the report as well.

He poses the question, and I quote: "How much is a baby or child worth to Canada and to Ontario? We can do something about the situation to adjust or correct it, but it will cost plenty of money and inconvenience. Will you be prepared to act and to act in time?" It seems to me that that is part of this theme that he has seized upon that it is his role in the closing years of his career somehow to spur the womankind of Canada to get themselves out and procreate because otherwise some national disaster is in line for Canada.

The very first page of the report starts by dealing with questions of fertility, and that goes through right to the very end. We are offended in the tone and manner of the report by what Dr. Jackson himself has referred to as offhand, half-joking remarks. I gather he has seen himself in the past as a kind of gadfly from time to time. It doesn't seem to me that in dealing with some very important questions, the role of gadfly is appropriate within the report itself.

A demographic survey, based on trick-or-treaters coming to the door of his house on Halloween 1977, it seems to me doesn't make an awful lot of sense. To refer to old-age pensioners in their wheelchairs drooling and clicking their false teeth as they demand more attention and care is, to put it mildly, in my opinion, overdramatizing the situation. It is demeaning to old people, and it seems to me it is also of a piece with other comments made by Dr. Jackson which demean other groups within our particular society. The half-offhand remarks about euthanasia and about therapeutic abortions as well, it seems to me, are, to put it mildly, not designed to provoke serious debate.

To return to the question of ethnic communities, Dr. Jackson didn't talk about racial suicide in his report, but he refers to the emergence of a babel of many tongues during an overriding shift to English. He says, and I quote: "Presumably our much-vaunted mul-

ticulturalism will ride on into the sunset with the languages." Goodness knows what that means. I haven't a clue what it means, but a lot of people—and I am one of them—have taken offence at those kinds of comments which, it seems to me, reflect intolerance and reflect a view of society in Ontario and in Canada which we just simply cannot accept.

"We were just as intolerant then as now," says Dr. Jackson, referring to the period between 1931 and the present. For goodness' sake, it seems to us that people in public life have a responsibility to try to ensure if there has been intolerance in the past, that we work to cure it and not to exacerbate it. And that, it seems to me, is what Dr. Jackson has been doing.

"Whether immigration from countries of so-called relatively uncontrolled fertility will lead to racial misunderstanding and strife remains to be seen," says Dr. Jackson. "It will be interesting to find out just how tolerant Canadians really are," he says in commenting on the possible need to continue immigration from countries of the Third World. Once again, just what do those comments mean? Why on earth, in a report on declining enrolments in Ontario, does Dr. Jackson see it as his role not to look at declining enrolments but to suggest that if we had more babies we wouldn't have a problem and therefore the commission might not be required?

[1:45]

One of the questions and issues that he has put forward is whether the immigration policy of Canada will permit the entry of large numbers "from the countries with uncontrolled fertility, the only source of supply now." The theme runs through many pages of this report. It is interesting to me that Dr. Jackson acknowledges that foreign-born women do not have any different fertility rates than Canadian-born women. But that remark surely does not counteract the comments that he has made in public and in other parts of the report.

What is at issue here is a very substantial and grave misunderstanding of the nature of our society in this province and in this country. I suppose it has changed from back in the 1930s—whether it was on the prairies or whether it was here in Toronto. This province has been multicultural for a long time. We have had an enormous and very positive contribution to our society from people coming from many corners of the world. That is a fact of life which, however, is too little reflected in the Legislature, within the senior levels of the government of Ontario, and, I suspect, in the teaching force of the province,

because there is a tendency for the cadre of teachers to lag in reflecting immigration into the country.

There are and must be no second-class citizens here. It is a responsibility of everybody in public life to stamp out any hint of racist attitudes, and I'm afraid those attitudes were reflected in comments of Dr. Jackson. This is not just a problem which is related to visible minorities. The sense of outrage, of being affronted, is just as strong among people who have come here from Europe, as it is among people who have come here from Asia or from Africa or from the West Indies.

In introducing comments such as Dr. Jackson has done, it seems to me he has violated a kind of code which was a very sensible and positive code that we have had in public life in this province and in this country. This is that you don't treat questions that way, particularly if you're spending half a million dollars of public funds and if you're a publicly appointed commissioner who is responsible for reporting on a problem that affects every taxpayer in the province of Ontario and if you're collecting \$150 a day to do it.

If a certain individual wishes to establish some kind of an Anglo-supremacist or white-supremacist party or movement in this country or in this province, then there are federal laws to govern the degree to which they can extend themselves and the kind of comments they can make. I do not believe that kind of effort should be made with public funds.

If Dr. Jackson, who has had an eminent career as a demographer and an educational researcher for the last four decades, wishes, as the culmination of his life work, to come up with some kind of resolution or statement in relation to his personal opinions about immigration from the Third World, that is also his right. We can and would take issue with it. But that should not be done, in our opinion, with public funds.

The way Dr. Jackson has referred to racial suicide, to the racial mix of Canada, to the national mix of Canada—goodness knows what he wants to call it—cannot help but stir up antagonisms and tensions that all of us in public life should be seeking to avoid.

I want to say a word or two about the purposes for which this commission was set up in the first place. I want to express grave concern about this because that purpose is also severely undermined by what has happened with the issuance of this report. You will notice I did not refer to that absolutely ludicrous and silly epilogue related to fertility, to the bomb and to the beauty of pregnant women. Dr. Jackson had the sense to

send that to the minister several weeks before this report was published, but failed to have the sense to treat it as a joke between himself and Thomas Wells.

The question of declining enrolments cries out for urgent answers. We're facing a situation where, between now and 1980, there will be a decline of 70,000 pupils in our elementary schools and of 35,000 pupils in secondary schools. The crunch is just hitting secondary schools after having been with us at the elementary level over the course of seven or eight years.

The scope for flexibility is getting less and less, in part because of the financial treatment of local school boards by the Ministry of Education, the pressures being put on the public sector generally by Darcy McKeough and by Thomas Wells. It's also because of the fact that provincial grants to education have declined in four years from more than 60 per cent of local spending to 53 per cent of local spending.

The areas that Dr. Jackson has talked about in his white paper are areas where some positive solutions ought to be sought. I'm afraid that the effort to use this commission as a means of spurring action on those areas of positive action will be lost. Now everything has got turned around through his preoccupations with fertility, immigration, racial questions and that kind of thing. That will, I'm afraid, colour everything that comes after.

As a party, we are committed to the view that until there is a report on what can be done about declining enrolments, it is not good enough simply to allow the school boards to act in isolation, as they are doing now, and to have the layoff of teachers, the diminution of programs for kids, the elimination of vital programs in some cases, and the closing—what we're seeing right now is the equivalent of the closure of one school a day in Ontario due to declining enrolments on an unplanned basis while we wait until this report comes out.

Even if some other commissioner can pull it together and we can have a report by September 1979, we will then not be seeing any effective action by school boards until the beginning of the 1980 school year; that is, three years after this commission reported, some 20 years after the number of live births crested in Ontario back in 1960, we may finally see some planned action on the basis of any report that may come forward.

We think the government should be freezing the closures of schools and the dismissals of teachers and the actions to deprive kids of essential programs, until there is a concerted plan to deal with the planning enrolments,

and we fail to see that from the government at this time.

As I have already made clear, we are disturbed at the fact that up until now the terms of reference of the commission have been ignored, instead of which we have had a complete report, large parts of which deal with fertility and immigration and nothing else. We are also disturbed at the fact that even the technical material presented by the commissioner has got some grave weaknesses, and my colleagues will speak to those weaknesses in a few minutes.

Dr. Jackson admits he had asked Statistics Canada to prepare some special population projections using several sets of conditions for fertility and migration but that that material has not yet been put to use. He has based an awful lot of his argument in relation to immigration from the Third World on very questionable assumptions about future fertility in Ontario. He has estimated fertility at 1.5 kids per family which is at the extreme low level of any of the material which we have seen from StatsCan, from OISE, or from the Treasury and Economics Ministry.

In fact, it is lower than anything we have seen up until now. The material we have from StatsCan, for example, suggests very strongly that there is still a relatively strong desire to have kids, and the one- or no-child family is not the norm for women, even though it's obvious that the larger families we had in the past will not be with us again for a long time.

Dr. Jackson says on page 103 of his report that after the mid-1980s he does not know if the period will follow the pattern of the past, or whether the migration and the number of births will increase, bringing a new wave of increases in school enrolment. "Of course, no one knows," he says, "and the experts disagree vehemently, so perhaps our guess is as good as anyone else's."

But it is on the basis of those guesses that he has proceeded to make remarks which, I repeat, are absolutely an affront to millions of people living in this province who come from ethnic communities, and an affront as well to every Ontarian who has an interest—as we all do I believe—in ensuring that we have a multicultural society in which we live in harmony and in which there are no second-class citizens.

Mr. Sweeney: Firstly, I want to concur with the opening remarks of my colleague that Dr. Jackson should continue in his post and should get the job done as quickly as possible. I too am concerned if, as was just stated, the final report cannot be available

until September 1979. I have a feeling that it could be completed earlier than that. As a matter of fact, I thought I heard the minister say 1978 yesterday.

Hon. Mr. Wells: September 1978. I meant to say it could not take effect until September 1979.

Mr. Cassidy: No action could take effect until September 1979.

Mr. Sweeney: I'm glad that's been clarified because that was not my understanding either. That would mean, as I understand it then, if we do have the final report by September 1978, school boards can be doing the planning in the school year 1978-79. Hopefully, some changes could be made even that year with more final implementation being made for September 1979. Given the magnitude of this problem and the very late start, I have to make the comment that, in taking a look at it, that is probably the best we can hope for.

I make that other comment because the ministry's own statistical tables, which are produced on an annual basis, beginning back in 1970 and 1971, clearly showed that there was an annual decline. Looking at the minister's tables from 1971 on, we saw annual declines in elementary school population of about 20,000 a year. That went right on. The minister might remember that I seriously questioned him, in the face of those tables, on how it was possible for him not to have taken any action in the school year 1973-74 when the enrolment at our teachers' colleges doubled from the 1972 school year.

Therefore, what I'm trying to suggest is that we have to be a little bit careful about laying some of these problems on Dr. Jackson's back, when, in my judgement, the ministry should have moved on these problems much earlier. The fact that it was left so late to move on it is not, in my judgement, a good reason to move too quickly and not to come up with some recommendations which have some chance of working. I think that's very important.

The second point I would make is that what we're dealing with here primarily, I would hope, is a human problem. I noticed repeated here today in the minister's letter assigning Dr. Jackson this job that he talks about buildings, school administration, cost implications, et cetera, but primarily we're dealing with human beings. We're dealing with the number of students in our schools. We're dealing with the effect on the teachers in those schools. We're dealing with the effect on programs for kids who have special problems.

It's primarily a human problem. Therefore, we have to look at it primarily in human terms. One of the very real human terms which I tend to think, despite what's been said up to this point, we'd like to shove under the rug, is that there has been a dramatic and a significant decrease in the birth rate in this country.

If I remember correctly, approximately 10 or 11 years ago our society was reproducing itself at something of the rate of 1,900 baby girls for each 1,000 women of childbearing age in the population. The most recent statistic I saw was that that has now dropped below 1,000 and is something in the neighbourhood of 930 or 940. In other words, that so-called mythical zero population growth, which so many people in our society were hollering about for so many years and saying we should be having, has now been reduced even farther.

We are now significantly—not moderately—below zero population growth in our society. That is a very real problem. It's not possible to ignore that problem, to pretend that it's not there and not to speak of that problem. I would agree, quite frankly, that I would not have spoken of it in quite the way that Dr. Jackson did, but the problem is there. Let's not hide it.

[2:00]

Whether or not we can encourage the women of our society to go home and have more babies, I'm not suggesting that. I am suggesting that we must very realistically face the fact that we are now below zero population growth, and that the effect of this is not going to be felt just in our schools. It is going to be felt in many ways. We are already beginning to feel the effect of this in terms of consumerism. When we hear the various manufacturers saying that things just aren't being bought, one of the reasons is there are fewer people to buy them. We have already been advised by people in the various pension funds that it is going to affect those kinds of things.

All I am trying to get at is that it is a national problem. Whether or not I would have used Dr. Jackson's words that we are facing national suicide—and I will choose to use his words—that may be too strong, but we are facing a national problem and we have to take a look at it.

Obviously there are only two ways of dealing with it: either the birth rate must be increased by whatever means are appropriate—and I am certainly not talking of test-tube babies—or we have to accept the fact that we are going to continue to face a declining

population and learn to live with the effects of that declining population. Let's not kid ourselves; it is one or the other. There is no in-between ground, at least not in my judgement anyway.

I would like to make one other comment and that is with respect to the very beginning of the report, the letter to Mr. Wells by Dr. Jackson dated February 28, 1978. I find it of concern because Dr. Jackson makes the point that the kind of data and statistical evidence he feels he needs in order to properly come up with some recommendations simply aren't available.

At the bottom of page xiii in this report it says: "Surprisingly, part of the difficulty seems to arise from the development of data banks and reliance on computers and models." We have discovered just recently that the government has relied for a long period of time—I think it is back to about 1970—on computer records. They have been proven to be quite faulty. The Minister of Colleges and Universities (Mr. Parrott) has only recently completely abandoned the use of computers for the college data record keeping, and going on with what Dr. Jackson is saying, it is these kinds of things that are creating problems for him.

We go to the top of the first paragraph on page xiv, and Dr. Jackson makes the observation: "I personally took time out to prepare a set of approximate figures up to 1986." If it is going to take Dr. Jackson, or whoever is doing the study, to sit down and personally, with paper and pencil in hand, work out these statistical tables himself, then good Lord, no wonder we have had a problem in the past, and no wonder we are going to have a continuing problem in getting some kind of reasonable figures and recommendations on the table for this particular problem.

I would have to suggest to you, Mr. Minister, that not only your ministry but the entire government has got to take a very hard look at the time lag that seems to be apparent in the collection of this data, and the time lag in moving on the data, even once you have it. On that basis, I would have to suggest that the ministry and the government is partly responsible for us finding ourselves in this kind of problem in this particular point in time.

I will come back myself later on to specific points in the report, but I would like to leave it at that.

Mr. Elgie: I noticed while reading that personal letter Mr. Sweeney was referring to, that the last paragraph shows just what an able man this commissioner is. I would like to read that to you if I may. It refers to the

whole problem of declining population as it will affect us in general. I think it reflects a man with a great deal of depth:

"It is cold comfort, to you or to me, to comment as I feel I must that what our school system is suffering now will afflict all aspects of our society in due course. Indeed, the greatest impacts of the population changes have yet to be felt, but they inevitably must be. Strangest of all to contemplate, no doubt, is the advent of a grave shortage of younger workers well before the end of this century."

If I may just in comment, this province and this nation became multicultural, Mr. Commissioner, with the arrival of the first explorer, and to elaborate on the changing nature of this reality was, in my view, a little unnecessary.

In my view it is tragic that this very able educator, demographer, and now commissioner, chose to address himself to the demography or mix in this nation, even in an ad hoc, musing way, when it bore no relation to the issue before him. Frankly, those remarks were offensive to all concerned people and may, unfortunately, have detracted from the value of his report. I sincerely hope that he will confine his learned considerations to the matters referred to him.

The suggestion by some that his role as a commissioner should be terminated does have some disquieting features to it that I think we must all accept and realize. Should a commissioner's role be terminated because he says something, even in an ad hoc way, with which we all disagree? That could be a dangerous precedent and I think we must remember that.

That having been said, I have only two concluding remarks. Firstly, your ad hoc remarks, sir, were offensive and inappropriate in my view. Secondly, you are a very able educator and I would ask you to get on with the pressing problems facing you and facing us, and to confine yourself to those issues.

Mr. McClellan: Mr. Chairman, the leader of our party, the member for Ottawa Centre, set out some of the tremendously upsetting material that was in the interim report of the commissioner. I have to tell you that I read that report with an increasing sense of disbelief and, eventually, of revulsion.

Some of the more offensive features were touched on: the remarks about the aged drooling and clacking their teeth; the bizarre mention of Halloween 1977 as some kind of an empirical indicator; the reference to the multicultural phenomenon in our society as a "babel of tongues"; the reference to the "anyone for long-term euthanasia." Those kinds of things serve to do one thing; that is,

to severely, and, I believe, fundamentally undermine the credibility of this commissioner. I don't believe that he can continue to do his job.

A royal commission is a special kind of process under our system. It is a way of removing difficult problems from the swirl of political controversy; a distinguished and respected member of the community who one hopes is above those kinds of political and partisan passions is appointed to look dispassionately at a question, to bring an objective inquiry to bear upon it and to come up with a set of observations, conclusions and recommendations which we hope will be of service to the whole of society.

Its distinguishing feature is that it is objective and credible; and commissioners are chosen because they are credible. But I believe that this commissioner has destroyed his credibility. He has destroyed his credibility for the reasons that my leader cited, both in terms of the material within the report and the bizarre and disquieting references to national suicide—again today—to test-tube babies, and by virtue of the very nature of the so-called apology, which in fact was no apology but simply a regret that his remarks had been misinterpreted.

When credibility is undermined on one front it is undermined on all fronts. I have to tell you that I normally do not subject royal commission reports, or even interim reports, to microscopic scrutiny. But there were so many bizarre references in this report, and outside this report, that to me it called into question every single word and figure in this report. Everything in this document is open to the cloud of diminished credibility that this commissioner has brought upon himself. There are disquieting references which have nothing to do with the more bizarre material cited already, with the fertility fetish or with the red herring of immigration. These are disquieting references to the empirical data themselves.

On page 13 of the introduction, the commissioner acknowledges with regret that he doesn't have some needed basic data on population fertility and school enrolment and was unable to obtain it either from the ministry or from TEIGA. He says on page 14 of the introduction that the special population projections being prepared by Statistics Canada, which use nine sets of conditions for fertility and migration, were likewise not available. One can ask why then he proceeded to write some 130 pages of population projections when the data weren't available.

Because of the diminished credibility, we had a look at some of the material that the

good doctor put together very carefully, and I have to tell you that what we found was somewhat disquieting. Dr. Jackson bases his fertility fetish and his remarks about national suicide and his wholly gratuitous introduction of questions relating to migration and immigration, on a set of population projections which I think are dubious. We tried, for example, to find out exactly what the mix of variables was that went into those population projections. There are three variables that we have to contend with. The first is the base population that the doctor starts with. The second is the fertility rate that the commissioner assumes, and the third is the rate of net migration.

When we look at page 67, the commissioner gives us a little note of titillation. He says that on the next page, material—and I am quoting here—"may at first sight prove so startling that the reader will be shocked into sheer disbelief." Then we turn to table 212 which shows the dramatic population changes between 1971 and 1986. There follows then a series of graphic illustrations entitled "The Creeping Tides of Losses".

It is very dramatic, but when you try to discover exactly what the assumptions are behind this population projection, they prove to be remarkably elusive. There's a remarkable paucity of the kind of scientific explanation that one would have expected this commissioner to provide us. It's unclear where he gets his fertility variable, which he asserts to be 1.5 children per family. We phoned up his associate, Mr. Quazi, who was one of the CODE project directors, and asked him whether 1.5 children per family was the same thing as a fertility rate of 1.5. Mr. Quazi said, "Well, to some extent they are the same, but not exactly." He didn't know exactly what the fertility rate was that was being used in table 2.12.

[2:15]

The only evidence in the report for a fertility variable of 1.5 is on page 113 where the commissioner says: "The European demographers speak freely of the average-size family of 1.5 children as being the norm for the future." There's no source attached to that. We don't know where the good commissioner picked his figure of 1.5. The director of the United States Department of Health, Education and Welfare—I believe it's the census division director—made a presentation in October 1977 to the commission in which he cited the lowest fertility variable that they would ever use as being 1.7 children per woman. The Statistics Canada fertility assumptions, which are to my knowledge

the lowest fertility assumptions being used, are 1.7.

That is simply one of the variables around which there is considerable confusion. The second variable I mentioned is the population base line that you start with. Dr. Jackson starts with 1971 census data—and I assume he's using the raw census data; and he uses that as his base line for his population projections.

We have had opportunity to look at a Statistics Canada population projection that disputed the reliability of the 1971 census figures and attempted to update them, using, I believe, both live birth and school enrolment figures as a compensation for what seemed to be a fairly serious under-enrolment in the 1971 census.

The Ontario registrar general, for example, reports that the number of live births in 1971 was 130,395, which is some 3,000 above the census figures that Dr. Jackson uses. I don't have the Stats Canada study readily to hand, but I think the doctor knows the study that I am referring to—by Dr. Zsigmond.

Maybe I'll stop at this point—not permanently, Mr. Chairman—because I would like to elicit a response before I continue from the commissioner as to how he explains these discrepancies around these two fairly important variables, inasmuch as they have an enormous impact—as he well knows, much better than I do—on the kind of population projection you get 10 years down the pike.

Mr. Chairman: Would you like to respond to that, Dr. Jackson?

Dr. Jackson: You will notice that I used as the base the 1976 actual census data. Years 1971 and 1976 are both given. I used the most recent I could get, the 1976.

Ms. Gigantes: Mr. Chairman, we can't hear the doctor.

Mr. McClellan: We have the same problem, with respect, Mr. Commissioner, in 1976. If you want to use that as the base, your census figures show 118,890 under the age of one but the number of live births in 1976 was 122,656, according to the Ontario registrar general.

Dr. Jackson: That's right. And I raised that as a question to be solved. There is a discrepancy there.

Mr. McClellan: You may say that you have raised it as a question. I certainly didn't get that interpretation from what you say on page 67, that when reading these tables, "the reader will be shocked into a state of sheer disbelief." That is not to pose the material in a quizzical form, would you not agree?

Dr. Jackson: The table sections I am referring to are not those under age five. I was referring to the sections of the older ages. There is always a discrepancy or a question of those under ages two and three, between the census and the birth registrations.

Mr. McClellan: I don't follow that because it seems to me that if your population base is skewed to start with and it's skewed in a negative way, then the kinds of projections that you get are going to be enormously distorted, particularly when you are using a variable of 1.5, as I assume you are, which nobody else seems to be prepared to use and which you have not been able to identify the validity of.

Dr. Jackson: I think you know that in the March 1978 report from Statistics Canada they did in fact—

Mr. McClellan: March?

Dr. Jackson: The March 1978 report on social security, they did for projection I use a 1.5. I used a higher level of about 1.6.

Mr. McClellan: You used 1.6?

Dr. Jackson: Yes.

Mr. McClellan: We don't have actuals, do we?

Dr. Jackson: The last actual we have is 1974 and we are actually dealing with much later years than that so you have to estimate that it will reach a level of 1.6 around 1985.

Mr. McClellan: Let me just check this—on page 104 of the report you have a table 2.20.

Dr. Jackson: That's right.

Mr. McClellan: Doesn't that indicate that the 1975 fertility rate is 1.8?

Dr. Jackson: Those are not published as official yet. I received those separately from the Statistics Canada as approximate.

Mr. McClellan: I don't understand. It's published here.

Dr. Jackson: Yes. The only Statistics Canada published reports stopped at 1974.

Mr. McClellan: The source on the report is identified as Statistics Canada Vital Statistics, Volume 1, Catalogue No. 84-204.

Dr. Jackson: Yes. In the text I think I refer to the fact that these were submitted to me.

Mr. McClellan: If it wasn't validated why do you have it in the report?

Dr. Jackson: Because it was their approximate ones, the most up to date which indicated [inaudible] form the 1974.

Mr. McClellan: If it was the most up-to-date variable, why didn't you use it in your table 2.12?

Dr. Jackson: Because we are then speaking from beyond 1977, and I know that the births dropped in 1976 and again in 1977.

Mr. McClellan: Thank you. You have another table on page 157 which shows 20 years of population in school enrolment growth. I have to tell you that the difficulty in pinning down the assumptions around this table was equally frustrating. I understand that your staff person Mr. Quazi put this projection together and that the lowest fertility rate he used was 1.8.

Dr. Jackson: These were the published enrolment figures which OISE produced for up to 1986.

Mr. McClellan: Mr. Quazi, at one branch of the CODE project, is using a fertility rate of 1.8 and Statistics Canada's latest fertility chart shows a fertility rate of 1.8. Yet you are using a fertility rate of 1.5. Is there no inconsistency there?

Dr. Jackson: The only inconsistency is that these figures you have for enrolment are more optimistic than if I had used the other.

Mr. McClellan: That then becomes a subjective decision as among you, me, Mr. Quazi, Statistics Canada, Mr. Wells, Mr. Elgie—

Dr. Jackson: Whether you wish to use the more optimistic or the more pessimistic, I chose to use here the more optimistic ones produced by OISE.

Mr. McClellan: Right, We also tried to pin down the fertility and migration assumptions for charts 2.31 and 2.32 on pages 109 and 110. These are the charts that compare enrolment trends and give three versions of a possible enrolment prediction, depending again on the variables used. This one was really bizarre. We phoned TEIGA to ask them for the fertility and migration assumptions but they refused to give them to us on the grounds that they had done the work for CODE and that the material therefore was not in the public domain. Take that for what it's worth.

Mr. Elgie: You get the same answers as we do.

Mr. McClellan: I would have thought a parliamentary assistant could have gotten some information.

When you come right down to it, I don't know what value this material is. You see, I don't know whether the demographic material is of some value or whether, as I suspect, it isn't worth the powder to blow it to hell. Depending upon what variables you chose—apparently arbitrarily and without any, as I can see, scientific validation—whatever variables

you chose to use, you get enormous discrepancies at the end of the pike in 1986.

[2:30]

If you use the CODE enrolment projections, you get enrolment projections for elementary schools in 1986 of 1,220,000 kids. If you use the Ministry of Education enrolment projections, you get 1,302,000 kids. If you use the Statistics Canada enrolment projections, that is to say the variables that they use—and this is the Zsigmond study, which I believe was done in April 1977—you get 1,318,000 kids in elementary schools in 1986. The discrepancies are just as wild for secondary schools.

I have the distinct impression that you jotted down some figures on the back of an envelope because you had an interim deadline ordered as part of the order in council setting out the terms of reference of your commission. The directive was to produce an interim report by February 28, and since you didn't have the material you were expected to have—through no fault of your own, I understand, but nevertheless you did not have the empirical data that it was expected you would have for that interim report—you jotted down some figures on the back of an envelope, produced some tables and added a lot of what you have categorized as your own wild ideas to this material. That's what constitutes this interim report.

The credibility of this commission is profoundly undermined, in my view, not just with respect to the remarks about fertility, not just because the commissioner has introduced the wholly extraneous matter of immigration, and not just because the commissioner has introduced a whole series of indescribably bizarre comments about racial suicide, national suicide and test-tube babies, but also because this commissioner has done a shoddy job.

Mr. Chairman: Dr. Jackson, do you want to respond to that, particularly to the figures?

Dr. Jackson: I certainly do. These figures in here are the most up-to-date figures available and, in my opinion, the most reliable we have to date. As I stated in the report, when I get these new figures from Statistics Canada, which will be some time yet, these will be recalculated under the three sets of assumptions and those new sets will be distributed widely. Up to this point these are the most reliable figures available, in my opinion.

Mr. Lewis: Will there be a new commentary along with the new sets of figures? Does it not worry you, as a statistician of excellence, to produce a document with a number

of major demographic tables, based at various parts of the report on different premises, attach thereto a number of highly opinionated, highly provocative comments, and then come before the committee and say you have a lot of other specific material yet to receive, which you knew you were going to receive, the best material that will be available? Will that mean another report with a further commentary, much of which may negate this commentary?

How can we have credibility in the value and authenticity of the document, Dr. Jackson? That is what shocks me about it. I don't know how this kind of report could have come forward with so many variables and so many uncertainties, leaving aside the comments that you made outside.

Dr. Jackson: I anticipate no major differences when the new figures come.

Mr. Lewis: But you do not know?

Dr. Jackson: No. No one knows.

Mr. Lewis: Precisely. If no one knows, why produce a report of this kind at this time, with those figures?

Dr. Jackson: These are the best figures available at this time, in my opinion.

Mr. Lewis: When are you getting the Statistics Canada figures?

Dr. Jackson: I have them now and they are now being checked.

Mr. Lewis: Could it not have waited? Could you not have said to the minister, "Give me one month more"? Do you realize the comments that you put in the body of the report attached to these figures—figures which, my colleague has pointed out to you, in the base years 1971 and 1976 significantly understate the number of live births which we know occurred in the province of Ontario—

Dr. Jackson: Without taking net migration figures—

Mr. Lewis: Never mind net migration figures. You are a statistician, Dr. Jackson, really, sir.

Dr. Jackson: Those are birth registrations that you are speaking of. They differ from the final births that are recorded by Statistics Canada, as I think you know.

Mr. Lewis: You raised it yourself as a problem.

Dr. Jackson: Yes.

Mr. Lewis: Could we not have waited a month?

Dr. Jackson: I thought not.

Mr. Lewis: I want to say so later, Mr. Chairman, but I simply want to almost won-

der aloud with Dr. Jackson: If you attach, in a report, comments that say these figures may shock you beyond disbelief, and all of the other extraneous matters which you referred to, and in your hands is the most recent and up-to-date material based on a number of variables which would have been vastly more illuminating, why do this? Why give us these tables?

Dr. Jackson: Because these are very helpful and they give you, I know, the most optimistic picture to date. I expect the others, if there is any difference, will be somewhat lower than these, but these give you the best figures available to date and I am confident they are optimistic.

Mr. Blundy: Mr. Chairman, I join with those others who have deplored the remarks made by the commissioner, Dr. Jackson, in this original report, remarks which he referred to in his statement today as offhand, half-joking remarks. This is a very serious problem that Dr. Jackson is addressing himself to, and I do not believe that remarks should be made in this manner when he is talking about the report he has made.

Although Dr. Jackson has said that he regrets the misinterpretation of his remarks, I believe he has offended many people in Ontario and that an appropriate apology is owed to the women of this province and to the people of this province who are other than of the European national extractions and so forth, because these people are part of the makeup of this province now and truly are citizens, as all of the rest of us are, of course. I regret that he has done that and I think he may have damaged his position, in my opinion, in this commission report.

I think though that we cannot let the Minister of Education go unscathed in this whole thing. As you know, Mr. Chairman, the matter of declining enrolment is something that has not come upon us in the last six months or a year. Declining enrolment has been with us now for, I would think, six or seven years. I believe it is at least five years since an elementary school in my neighbourhood closed, and it is still boarded up, being put to no use. I think the minister and the government must have seen, as did many of us who are not provided with all of the details, statistics and figures with which the government is provided, what was coming. They could have moved much more quickly to have the matter of declining enrolment studied.

We don't have to study what is causing the decline in enrolment. We know that. It's the decline in the birth rate, which is most un-

fortunate, and I agree with Dr. Jackson it is going to cause many problems, not only in the schools and the teaching profession of Ontario, but in all other aspects of our life in Canada. It is going to have a great effect on this country in the ensuing years, and it is a serious problem.

However, I believe that what we need now is some very good study of and some advice for the problems that are being faced because of the declining enrolment—the best deployment of teachers, the possible other use of schools, and, above all, I would hope, the deepening of and the betterment of education of those children that we still do have to teach in this province. I think it's very important that this commission should look to these things to answer the problems that we are now faced with. What are we going to do to improve the education in the province? How are we going to best use the teachers we have? How do we deal with all of these other side effects of declining enrolment?

I do not agree that we should call for the resignation of the commissioner. His past work in this province and throughout Canada indicates that he is a man who is very capable of doing this. I hope that the rather unfortunate beginning, or first report, made by the commissioner will just make him even more determined to get down to pursuing the job for which he was commissioned. I hope those things that were set out in the original statement at the time of the appointment of the commission will be addressed and looked into and that some good, concrete proposals for dealing with them will be forthcoming.

As I said earlier in my remarks, Mr. Chairman, this has not happened overnight. The decline in enrolment has been with us for some time. We need to have the matter looked at, and looked at right away. We must get some suggestions for dealing with the problem right away. Therefore, I have to agree that we ought to tell this commissioner, "You'd better clean up your act. Go out and get to work, and come back in with a report that is going to help the people of Ontario cope with the problem with which we are faced in declining school enrolment. Get on with the job. We need it now. We're waiting for it."

Ms. Gigantes: Mr. Chairman, I'm not a person who suffers from insomnia, but when I received this report at the end of estimates a week ago Monday, and read it in the evening, I couldn't get to sleep at night. It didn't take the gratuitous, offhand, half joking—so-called—comments of this commissioner to up-

set me. Everything that upset me then exists within the report. It's really hard for me to be able to speak to this subject because I am so upset about it. We have waited in this province as politicians, the teachers' federations have waited, the families have waited and the children have waited to know what this province is going to do about the fact that there are fewer children in school.

There have been fewer children in school for many years in Ontario. The provincial government decided finally to set up a commission to look at how we might best cope with the fact that there are fewer children in school. The pattern of coping has not been a good one in the past few years. In the area in which I live, there have been large sales of schools and closing of schools. What is happening, as that pattern develops, is that there are fewer children and teachers are laid off. They are the youngest teachers. Schools are closed and they are the smallest schools. I like small schools. I think they are good educationally. The children of this province are paying a price for the fact that there are fewer of them. It's a totally unsatisfactory situation. This commission was designed to try to develop those structures and those modes of operating for our school boards, for our teachers' federations and for the families of this province to adjust to that reality.

This report does nothing of the kind. A commissioner who describes himself as capable of making offhand, half-joking comments, but who will nevertheless repeat to us today that he considers we are into a pattern of national suicide, has allowed himself the luxury of rambling in a pseudo-philosophic way about what the future of this province and this country is going to be. He was not hired for that and he has not carried out his mandate.

I am violently upset about the kinds of things he has been saying in this report and outside to the general public. He says he has never exhibited any sign of racism. What would he consider a sign of racism if he doesn't consider it a sign of racism to talk about women as if they are brood mares? He talks about people who come to this country as if they are some kind of insect that copulates all over everywhere.

I just can't understand how in this province we can allow the rhetoric of our society and our civilization to descend to the point where we get comments, such as we just heard from one of our Liberal colleagues, about the problem of population, where we can get press releases—and I will be damned for saying so—from the separate school teachers of Ontario

that talk about a national conspiracy against large families.

The only difference between national suicide and racial suicide, I think the commissioner should know, is the same difference between national socialism and racial socialism. There is no difference. Once you start talking in those terms, you are demeaning all human life. We simply cannot admit in this province discussing political issues in this way.

The question before us is a very limited question. It's a very reasonable question. How do we arrange our school programs and the teachers within our schools to deal with the fact that there are fewer children? How do we make sure that this generation of children, because there are fewer of them, doesn't have fewer opportunities than the children who went before? What is so difficult about that? Why does it lead naturally to questions, such as how much is a baby or a child worth to Canada and Ontario? Why does it lead to statements from the commissioner, such as, "I suspect we have become pretty damned selfish and self-satisfied during these fat years and consider too much our own comfort and convenience?" I just wonder who is indulging in selfish philosophy, pseudo-philosophy and self-satisfaction. Who?

[2:45]

I find it utterly inconceivable that this commission can continue under the chairmanship of this commissioner. It is totally inconceivable that we should allow this to happen in Ontario. I can't understand why the commissioner hasn't had the decency to resign. I really can't understand it.

I can't think of an issue in Ontario that has been of more importance in the last several years, and I think our reaction on this committee should be to say, "Thank you very much for all your tables; no thanks at all for all your gratuitous pseudo-philosophy, and your implications about the women of this province and the people who have come to this province over recent years. No thanks at all for that. We will find somebody else to pull together those very reasonable kinds of steps that school boards, teachers' federations, families and the children of this province can use as we try and assure that the children of this province have an adequate educational opportunity in the years to come." That is all we have to do. It is not an enormous task. It doesn't take all this kind of nonsense.

What is this population problem? What is this "real" problem we have to face? What nonsense. How is it that a commissioner can speak of utopia in the 1950s; possibly a continuance of the high birth rates of the late

1950s would have produced a load our economy could not bear. But at present one may be excused for longing upon occasion for such a utopia. What balderdash. We cannot permit this kind of nonsense. This commissioner must be relieved of his too-onerous burden of responsibility. Thank you.

Mr. Lewis: I want to say something, but I will yield to my colleague from Downsview if I could, Mr. Chairman—if you will still keep me on the list.

Mr. di Santo: Thank you, Mr. Chairman, and thanks to my colleague from Scarborough West.

I can understand the anger of my colleague from Carleton East. I am upset myself, but I will try to make my comments as reasonable as possible under the circumstances.

I realize we have a problem—that enrolment is declining in Ontario and that we have to find some solutions. What is at stake is the future of this province and of this country. There is no doubt about that. I think the interim report produced and especially the statement made today by Dr. Jackson is unacceptable. I would like to bring to the attention of the minister why it is unacceptable.

I don't want to discuss the solutions proposed by Dr. Jackson and I don't want to discuss, above all, the content of the report that has been already debated by my colleagues, even though I have to make reference to the report.

I would like to bring to the attention of this committee and to the minister, how the report has been perceived by the community out there, and what is the reaction. Today, Dr. Jackson said that he made his remarks half-jokingly. I would like to tell you that this issue has been taken seriously in the community out there; not jokingly, not half-jokingly—very seriously. The reaction is of anger; the reaction is of frustration.

There are people who have been in this country for years, people who were born in this country, and who have contributed to this country, and today they are asking themselves to what racial group they belong—if they belong to the racial group that has to be saved or to the racial group that is threatening the group that has to be saved.

Dr. Jackson said today that he didn't mean to be racist. He didn't mean to say "racial suicide" but "national suicide." If that is the case, I'd like to tell the minister that Dr. Jackson doesn't understand the basic difference. I think all of us belong to Canada as a nation with our individual belonging to different ethnic groups. But when he introduced the concept of race, then he was

introducing a concept of cultural bias which can be disruptive. He is introducing in our province a concept which can be explosive and can be damaging. In fact, the reaction, as I said before, is one of anger. The reaction is one of frustration among immigrants. They don't know why, at this point, they are felt to be threatening the race. I don't know which race is to be saved even though, in his report, Dr. Jackson makes very clear that the rest would suffer the same shortage of people as we do. Then he said they may not come to save our country.

I think the concept of race is a very grave one. If Dr. Jackson, with his responsibility as head of the commission, didn't understand the full meaning of what he was saying, then he is really doing a disservice not only to the immigrant groups but also to our society as a whole. When we talk of race we talk of a concept that we know where we start but we do not know where we end.

I'd like to submit to this committee that the concept of race started some 48 years ago with Mein Kampf. The idea at that time was to save the purity of the German race. We know where they started. Many people in the late 1920s were joking about Mein Kampf, about the corporal who was preaching in a pub in Munich in Bavaria. We know where we ended. We ended in Buchenwald; we ended in Auschwitz. That's what is dangerous in spreading this kind of an idea. If Dr. Jackson thinks he is not a racist, I can tell him that the people out there think that those were racist remarks.

As a matter of fact, I was today on a radio show and one of the phone calls said: "Finally, we have a guy with guts saying what has to be said about those people." Mr. Chairman, that's upsetting because I thought that in Canada and in Ontario all the political parties had accepted that this was a multicultural society. I think all the political parties and all the people of common sense have accepted the idea that this country is great because it's able to bring together people from different walks of life, different countries, people of different colour, people with different ideas, with different political or religious creeds and build together a country in which there is understanding, in which we can communicate, in which we can share the richness of our cultural backgrounds.

But here comes Dr. Jackson who says, "No, our race is in danger." I think this is the gravest statement—one that cannot be condoned. I hope the minister understands the seriousness of what happened in this province in the last week. Even though Dr. Jackson

thinks he is not racist, there is one third of Ontario that thinks he made specific reference against each one of them. If that is the case, how do you think this report will be accepted by those people who are allegedly threatening the racial survival of Canada? How do you think they can see themselves fit into the problem that threatens themselves? Let me tell you, in North York, there are children of immigrants who are suffering the consequences of all the declining enrolments.

I think that by making this statement Dr. Jackson is undermining his report. I know the minister has blamed him publicly for having made those remarks. I cannot accept that he expresses simple regret. It's easy to say, "I regret having said jokingly," and so on. He has created a situation that will aggravate the tendencies in our society towards racial tensions. We know there are racial tensions. We know that last year we needed a task force in Metropolitan Toronto because of the attacks against the Pakistanis in the subways, against the so-called visible minorities.

Yesterday in the Sun we read a column by Joan Sutton, who was at the roast of Mayor David Crombie last week. I want to quote it, because it's very important. She said the president of the Toronto Construction Association, Donald Giffin, made remarks and she added: "I have never heard anything like that before. When he went on to make racist remarks, to insult immigrants, to put himself as a native-born Canadian in a class supposedly superior to that of newcomers, I never thought the day would come when I would publicly share a head table with someone of that mentality."

These are the facts that can be created by statements like the ones made by Dr. Jackson. When a person of his responsibility half-jokingly makes statements, he can create a chain reaction in our society. You know there are bigoted people in our country. That's what he says himself in his report.

I think it's the responsibility of the government to make it quite clear that not only do you not share what he said but also that at this point you have to put in charge of this very serious problem a person who is objective, a person who has credibility, a person who will present a report which is acceptable to all the people of our province, not only to a minority.

Mr. Lewis: I wanted initially to say something about the validity and quality of the report. I'm going to waive that. I wanted initially to say something about the epilogue in the report. I'm going to waive that. I'd like to add very briefly to what my colleagues

from Carleton East and Downsview have said. In another sense, I also feel a member of a minority culture in this committee.

Dr. Jackson, this is a very difficult situation. You have enormous public esteem in this province. You've been deeply and intimately and importantly involved with the educational community. The government has relied on you for decades. If I may say, and I don't mean to be sardonic, a number of my close friends have relied on you for years when you were head of OISE. They have respect for you.

[3:00]

I think, Dr. Jackson, you've created for us a dilemma which is unmanageable on two counts. Dr. Jackson, you don't make offhand half-joking remarks about racial suicide. It just doesn't happen, sir. I am not a dogmatic Freudian but I have enough respect for Freud to agree with him when he said, "There are no accidents." You don't make that kind of comment in a joking, gratuitous, informal, hasty way without it mirroring a kind of world view which need not be racist in your terms, but which is massively disconcerting to those who hear it.

The response of the community, and a number of communities in the province, is one of very great disquiet. That does enormous damage to the future work of the commissioner and to the commission, whatever we the politicians may say about it.

How does a group representative of those who might feel themselves characterized as an immigrant population or a population that doesn't quite "fit the racial mix," come before you? How do they feel about the commissioner? What kind of anxiety and self-consciousness do they bring when they appear, when they want to make representation, when they want to comment? I don't know how one makes half-joking remarks about test-tube babies, about racial suicide, about national suicide.

What incomparably arcane redefinition of the English language are you making to draw distinction between racial suicide and national suicide? If you meant the one, why did you use the other? What is there in the mind that moves in those directions? I don't understand it, it is absolutely foreign to me. It worries me about the consequences out there beyond this committee.

I'll tell you what else it does, Dr. Jackson. There is one other point I wanted to make and I won't make any more. I don't think you were the right man for this job. I am sorry about that. I think the government moved to you as a statistician and demog-

rapher of enormous repute, and neither Tom Wells, nor Bill Davis, nor a number of others, understood that beyond your statistical expertise, you are a man possessed. You have an *idée fixe* in life. You are obsessed with matters of fertility and race in the broadest sense.

That may be of enormous value. It might have great philosophic and human value in the future but it doesn't speak to this commission. It doesn't speak to declining enrolment in Ontario. It doesn't speak to your mandate. The mandate, which you were given in good faith by the Minister of Education, cannot be turned into a self-indulgent hobby horse to ride your *idée fixe* in the public realm. That is just not right. That is not the way the world should work.

I don't suppose you meant it that way but that is what happened. That is what the report says. That is what the gratuitous asides in the report mean. That is what your so-called whimsy amounts to. That is what your joking, informal, offhand, hasty comments add up to. It is an *idée fixe* which prejudices the quality of any document you may subsequently bring.

We don't particularly want to drive a wedge in the committee, but in public terms, both in terms of how the communities have viewed and perceived the remarks that have been made, and in the terms of Dr. Jackson himself, who seems to construe his job in a way which I suggest to you is incompatible with what the terms of reference asked him to do, Dr. Jackson himself should say, "Look, maybe I was misinterpreted. Maybe people didn't understand. Maybe you are all wrong. But I, Robert Jackson, have an important enough career that I am not going to continue in this."

I don't think this is turning out to be the apex of a career. I think it is turning out to be a nadir of a career, and the sooner it is over with the better. I don't think the minister wants to push the issue, although I think he should quietly and thoughtfully request that you go on to other things, Dr. Jackson. I want to say, Mr. Chairman, that unlike the Ontario Secondary School Teachers' Federation, unlike OEPDA, unlike some members of this committee, I don't think it would be the end of the world. The statistical material is there. The basic analysis is done. Somebody could move in and do the job quickly and effectively and meet a deadline fairly close to the deadline we have been talking about.

Therefore I, too, however regretfully, really think that the resolution of this problem—and it is an enormous problem, a problem so great at this point that you cannot really rescue

the terms of reference with the present commissioner—is that Dr. Jackson should probably occupy another post.

Mr. Chairman: I think, really, we have had a first go-around, and I think maybe it would be appropriate if Dr. Jackson wanted to respond to the comments of members at this time.

Dr. Jackson: I have very little to add, other than the original statement that no matter what you say, I had no intention of making racist remarks. I am not a racist, regardless of what you may think. As a matter of fact, I happen to be a first-generation Canadian, as so many of you are. But that is neither here nor there.

In terms of the work of the commission, there were two stages of it. The first would be the school enrolment picture up to 1985 or 1986. That's the immediate future which had to be looked at. In effect, you have a preview of that in this interim report. What I have not given you here yet, because I did not have the basic data, is what is likely to be the long-term future for school enrolment in this province to the year 2000. My best guess at the moment is that there is no relief in sight; but if that is wrong, and I hope it is, I will certainly report that.

Otherwise, the work of the commission from here on follows these lines, as I mentioned. From the hearings, from the reports we have had prepared, we are setting up a white paper which specifies the issues and the solutions which have been recommended to us. That contains no material from this report. Following that and the issuance of other school enrolment data to the year 2000 when we have them ready, the final recommendations will be based on the suggestions made to us, the special reports prepared for us and other information.

I am confident in my own mind that I can complete the task on time and that there is no need for any group in this province to worry about my attitude towards them. I can assure you that I have nothing but the highest regard for women. There was no slur intended, and, I think, no slur on the women. There was never any thought of using them as—what was the phrase you used—brood mares; that's the farm phrase, I presume. For the women who want to work and raise a family, we have a problem to make arrangements so that this can be done. That has a direct bearing on the projections of future school enrolment. This matter has to be looked at. There are many things that can be done—day care, two- and three-year-old children in schools and so on.

These and other matters related to those will be looked at in connection with all the other issues that are before us. The final stages of the report are well in hand, except for the final steps of making the recommendations and submitting them to the minister.

Mr. Van Horne: I'll leave the concluding remark to you, Dr. Jackson. Members of my party have allowed me this concluding statement. As I indicated in the very beginning, we feel strongly about the remarks that were made in London and the reaction to them, and beyond that, the various references in the entire text, references that could be very easily interpreted or misinterpreted, whichever, as racist references.

Again, however, I would repeat what I said in the beginning, and that is that this is something that has happened. I perceive the need to get on with the job. I detect in your department here today a rather humble person in a sense. I hope I am making an accurate observation when I note that. I don't think our task is to browbeat you, but certainly to let you know exactly our perception of things.

It is interesting to note that when we opened the estimates on, I believe, April 26, in my opening comments I asked that you appear in front of the social development committee so that the committee could have the opportunity to review what might be in your report and to be able perhaps to have a little bit of further insight and input. I didn't get any support for that, but certainly the day that your document was released there was a change in attitude in some of the committee members.

Again, that is past history. I would have to suggest that to a degree we are almost reacting to the reaction as committee members. We have had the opportunity to make our feelings known to you today. The people on the street, as indicated by Mr. di Santo too, are making their feelings known and the press has made the feeling known, the reaction it has and I am sure it is getting from people on the street.

I would have to submit that it is difficult for me too, as it has been for some members opposite, to try to reconcile the ability you have with the way in which the presentation has been made. However, unlike the former leader of the NDP, I am not going to attempt to repeat the kind of surgery that was performed on you a few moments ago, but rather end up as I did in the beginning by saying, enough of the showmanship, let us get on with the report, hopefully on time and hopefully a report which will be helpful

to the education process in the province of Ontario.

Mr. Cassidy: I just want to ask a couple of questions of Dr. Jackson. As I said in my opening remarks, what disturbed me was not just what you said in London—as you called them, offhand, half-joking remarks—but the fact that those half-joking remarks reflected comments which were put in all seriousness into the report itself. Not every one, but most of them, are comments which you reportedly made over the last four or five days to journalists and in speeches and have direct counterparts within the report itself.

Had you no idea that there would be large sectors of the population of Ontario who would be gravely offended by the kinds of comments and the kind of approach you took in your report when you talked about women, when you talked about fertility, and when you talked about immigration?

Dr. Jackson: Of course not.

Mr. Cassidy: Did you not anticipate that in any way, Dr. Jackson?

Dr. Jackson: No.

Mr. Cassidy: Did it not cross your mind that when you started to refer to an apparent danger to the national mix here because of people coming in from countries of relatively uncontrolled fertility, that this would itself contribute to the problem and not to the solution?

Dr. Jackson: Did I say “danger” or “change,” Mr. Cassidy?

Mr. Cassidy: You said, “a complication.” You said that “the pools of workers available would be found only in the countries of relatively uncontrolled fertility.” You said: “Whether this will lead to racial misunderstanding and strife remains to be seen. It will be interesting to find out just how tolerant Canadians really are.” The context you have put on that is something far more serious than just what those words there connote.

[3:15]

That fact comes up again and again, when you refer to the psychological and emotional impact that is going to take place; when you refer to the idea that the pressures of despair will cause the situation to explode if there are no escape valves provided; when you refer to the need for Herculean efforts to maintain or increase fertility; when you say, “The developing countries, because of their uncontrolled fertility, will no doubt be very happy indeed to export their surplus supply of people”; and when you say, “It

is an explosive question to a great extent because racist attitudes lie close to the surface in many of our citizens but politicians are going to have to be asked what they believe to be the answer and what they propose to do.”

What on earth did you have in mind might occur, or did you not see anything occurring from these kinds of comments and the very controversial and provocative way in which you put these particular questions in your interim report?

Dr. Jackson: I did not see them in a provocative way. I thought I was stating the facts as they exist, that if we are to move to immigration as the solution, we must do it in a planned way and not as some countries have. England is in difficulty at the moment, as you know, because it did not plan the immigration carefully.

Mr. Lewis: That’s really what we find worrying.

Dr. Jackson: I mean from all parts of the world, Mr. Lewis. I don’t mean just from certain parts.

Mr. Cassidy: The leader of the Conservative Party in England—and that’s no relation to the party in government in this province—is apparently intending to run the next election campaign along the lines to which you are clearly speaking.

Dr. Jackson: Mrs. Thatcher.

Mr. Cassidy: That’s right.

Dr. Jackson: I have no time for her.

Mr. Cassidy: Honourable Enoch Powell, who has been a cabinet minister, has made a political career for many years out of raising questions of race by a campaign of innuendo of all kinds which he’s taken across that country and with which he has helped to provoke misunderstanding and strife between the various racial groups, particularly with the visible minorities who come from India, who come from Pakistan, who come from Africa and who come from the West Indies. It is happening in that country and it is something which we all deplore and do not want to see occurring in this province here.

Dr. Jackson: Of course not, and neither do I. I certainly did not speak in the way that Mrs. Thatcher has been speaking or Enoch Powell. I never would.

Mr. Cassidy: Let me take this quote from your comments, Dr. Jackson. You refer to the double shuffle, so to speak, towards “the babel of many tongues.” Then you say: “Presumably our much-vaunted multiculturalism

will ride on to the sunset with the languages." Goodness knows what that means.

Dr. Jackson: What it means is that I am concerned that in many parts of this country languages, other than English and French, are disappearing and disappearing rapidly. I'm afraid if they do, the cultures they represent will disappear with the languages.

Mr. Cassidy: But by comments like that, are you not casting doubts on the whole concept of multiculturalism, which is a fundamental foundation of the society as it's been developed in this province, particularly since the war? Did you not understand when you made those comments, again perhaps in a somewhat offhanded, half-joking way, and when you committed them to paper, rather than making them over a second glass of brandy late one evening, you opened yourself to enormous misunderstanding and to contributing to the kinds of problems which we have been speaking about?

Dr. Jackson: I don't drink brandy, by the way. On the other point, in regard to the first issue you raised, the point is that I was concerned that unless we take the appropriate steps, as we are in the heritage language programs, the end result will be the melting pot and the disappearance of the other languages and the other cultures.

Mr. McClellan: "The babel of many tongues," as you say felicitously.

Dr. Jackson: That's right.

Mr. McClellan: What has that to do with declining enrolment?

Dr. Jackson: These children should be taught their own language in the schools. This is a problem we're going to have to face, not only through the heritage language programs but in other ways as well. It is related to school programs, particularly in the case of declining enrolments when programs may have to be cut. I would hate to see the ones sacrificed that had to do with multilingualism and multiculturalism.

Mr. Lewis: May I just ask, out of simple curiosity—this may be part of the problem—do you really think "the babel of many tongues" is a gracious, friendly phrase? Do you really feel that conveys a positive view of multicultural phenomena?

Dr. Jackson: I would accept your criticism.

Mr. Lewis: Can I ask you to examine some of these ambiguities in the report, Dr. Jackson?

Dr. Jackson: I'd be glad to.

Mr. Lewis: They are almost everywhere and, again, those things just don't happen acci-

dentally; they appear. I know, I spent most of my life trying to rationalize what I meant when I didn't mean it. Therefore, I worry a little and can perhaps discern it in others.

Dr. Jackson: I want to say, Mr. Chairman, how much I appreciated the opportunity to hear the frank and clear expression of opinions from these people here today. It gives me a much better understanding and certainty of the position I take from this point on.

Mr. Cassidy: I just want to bring to the attention of the committee—I have had a chance to look at the monograph which you produced, Dr. Jackson, for the Canadian Education Association just at about the time you were appointed as commissioner for this particular commission.

I am not sure whether or not the Minister of Education was aware of it. In itself it doesn't contain anything that would say to a Minister of Education that we had better see that Robert Jackson no longer has charge of this particular commission, except that here, too, it is the questions of fertility and of immigration which have come to the fore. That may be properly so, because that was in a monograph talking in very general terms, but it was not in a study that was dedicated to the question of declining enrolments.

At the very end, Dr. Jackson, you quote the difference between fertility rates in the underdeveloped world and in the developing world and put that as a problem. You say, "Who will 'inherit the Earth' is evident if no action is taken, but do we have the moral right to impose, by force or by persuasion, on the people of underdeveloped countries not only our set of social value and our techniques of birth control, but also all the other alleged benefits of our industrialized civilization?"

Dr. Jackson: My answer would be that we do not. I would also point out that in terms of school enrolment the question of future fertility, the future number of births, is of major importance. How else can we plan either for a declining system or for a rapidly expanding system, one or the other?

Mr. Cassidy: You made some remarks a few minutes ago. I'm sorry that there was no more contrition in your comments at the end of the proceedings so far this afternoon than there had been at the beginning. You said, however, speaking as a demographer, that you did not have the basic data for long-term school enrolment past 1985 or 1986.

Dr. Jackson: That's right.

Mr. Cassidy: The reason, of course, is because we do not know until they're born how many kids will be born beginning in 1979.

Dr. Jackson: That is not what I meant, Mr. Chairman. What I meant was I do not have the basic data from Statistics Canada and other sources to make appropriate estimates of what the future will bring.

Mr. Cassidy: It seemed to us, however, that those figures, in terms of both migration, which is open to changes in policy, and fertility, which is open to changing social attitudes and that kind of thing, being uncertain past the middle of the 1980s, you should surely have been focusing in particular on the crisis we are facing between now and the mid-1980s.

I would assume that if there is a modest echo in the late 1980s or 1990s, after putting schoolrooms into other uses and finding various other ways to use teaching personnel and that kind of thing, that it will not be beyond the wit of future governments in this province and their future local authorities to cope with that problem. That is surely not what we have to contend with.

Dr. Jackson: You will remember, Mr. Cassidy, that I have requested school boards to make the plans now of their districts and, presumably, I hope, the plans for the next five years' assessment of the needs of their districts, so that they will be ready. You may not know this, but many boards have made no effort whatsoever to look ahead into the future in terms of their districts. Many have and have done an extraordinarily good job of it. Others haven't, but they must.

The big question, though, is, do we plan for a short-term decline, or do we plan for a long-term decline? The two situations are so different that there is no basis of comparison. To live through five, six, seven years of decline and then face another boom is one thing. To face a decline—as seems likely from the information available now, and I hope I'm wrong when I get the exact figures—to the end of the century is a very different situation. I must satisfy myself: Which is the long-term picture?

For instance, the teachers' colleges, the faculties of education: if this is a short-term thing, then no matter what else happens their full staff and facilities must be retained at strength in order to meet the new demand for teachers. But if we are facing a decline to the end of the century, then we are facing a different set of circumstances in regard to the faculties of education, as well as to the schools.

Mr. Cassidy: I would just close off by saying that surely, regardless of what you have now said, the questions you have raised about finding means of increasing fertility rates or about what might happen if there were substantial immigration from the developing world, are very offensive red herrings. Neither you nor the Minister of Education of this province has any real influence or power to change those policies in the mid-1980s, and therefore it seems to me that your responsibility is to predict what will happen, given what we now know about current trends and so on, rather than to bring in assumptions which are not based on fact, and which have created the kind of dissensions and problems we have.

Dr. Jackson: The work that is being done in many of the European countries is directed at a change in the fertility trends through various means. The question I raised is, what are we planning to do here? Are we going to follow suit, or are we going to move to immigration? Or are we just going to let things slide? If I had the answers to those two questions I would be on much more solid ground in looking from the years 1986 to the year 2000. Without some indication of which way we want to move as a nation or as a province, I don't see how we can have firm indications. I'll have to give a series of estimates.

Mr. di Santo: Let me just ask a question. In your report on page 359, you are saying the underdeveloped countries with their uncontrolled fertility would be more than happy to export their supply of people to Canada, as opposed to the western world who have got the same problem and who are unwilling to come and save our country. Now, don't you understand, Dr. Jackson, that by saying that, you are making, even though unintentionally, a racist remark because you are saying, in effect, that the western world is threatened by people of the Third World?

Dr. Jackson: No. How?

Mr. di Santo: Well, can I put into the record—

Mr. Chairman: Mr. McClellan is actually next on the list, Mr. di Santo. If you want to go on after him, I'd be quite pleased to entertain that.

Mr. McClellan: I want to enter a motion, Mr. Chairman. I don't feel I need to speak to the motion. I think, as far as I am concerned, it has been said.

Mr. Chairman: Mr. McClellan has moved that this committee report to the House and move for adoption the following: that we

respectfully recommend to the Ministry—of Education, I presume—that the services of Dr. R. W. B. Jackson be terminated forthwith and that a suitable successor be appointed to continue and complete the work of the commission on declining school enrolments in Ontario, according to the terms of reference. [3:30]

Mr. Jones: Mr. Chairman, I've listened with interest to the comments of the various speakers as they, I suppose, sometimes tended to lecture Dr. Jackson. I worry, though, about some of the emotionalism that crept in, and I suppose that's natural, given some of the content and some of the subjects we are studying and have seen in this report, but I think all of it has to be brought into context and somewhere we have to keep in mind that there is a scale.

I appreciate the comments by some of my colleagues on the committee as to the unfortunate choice of words and some of the references made to fertility, where perhaps "birth rates" and others are more commonly used. I refer to my riding, for example, where we have indeed very large growth rates, sir. It's referred to in your report, as a matter of fact, where you point out that Peel is different from other areas of the province and that's true. We have some very real areas of growth, such as Dufferin, another area you touched upon. We do have very real concerns about the fact that some of the expected birth rates aren't happening in some areas and in other areas they're exceeding themselves.

Of course, all that effect on our declining enrolment, some of the work that we touch upon in the section of government that I am attached to, in social development, where we are looking at the effects of this on employment in many of those areas, indeed I don't find myself awake nights in any sense of worry or trembling, but I certainly do find myself thinking about them and indeed I find myself even working with them in the section of government I'm attached to.

Most important of all is I've heard comments in the last couple of days in my riding by very wholesome people in the community in a very sincere way. The admitted controversy that this report has brought forward I find being expressed in all different kinds of choices of words, by neighbour to neighbour, from different extraction, people who are new to this country who form a large part of my constituency and people who come from many years of involvement. I just happen to feel very strongly that I don't want to see my neighbours set one against the

other whether they carry a lunch bucket or wear a white collar to work, nor if they happen to come from one background or if they're recent or otherwise to this province and this country.

So I hope that we would not lose sight of the fact that there is a scale. There is some very considerable work and graphs that are important. You have alluded to how far they've brought us, how much farther you have to go in your commission, and I would therefore urge my colleagues that you be permitted to continue in that work.

All the rest has been said. We all know how important this is and what we need to have by way of positive assessment of where the province is going on such things as declining enrolment. The complexities of it are great to be shared. Without making any reference to the half-joking remarks or all the other ways they've been referred to, I would just say that I will be opposing the motion, and I will be dwelling on the positive sides of this report, hopefully on the continuing work of the commission, and you, Dr. Jackson, as you bring it forward, maybe even having learned some lessons about the importance of certain choice of words. I will be voting against the motion just put.

Mr. Elgie: Mr. Chairman, before voting on this, I just have more of a question to ask the commissioner. Your ill-considered and I think godless remarks have frankly offended most of the women of this province, many of the ethnics, and I think of myself as an ethnic. It depends just what generation you got here whether or not you're an ethnic in the term that we use today. Frankly, you've offended most of us with those ill-considered remarks. Can you confine your future activities to the problem of declining enrolment, and not get into little extrinsic meanderings which have bothered us?

Dr. Jackson: I thought I made it clear, Mr. Chairman, that the next two stages of the report will have nothing in it of this type.

Mr. Sweeney: Mr. Chairman, I come from a community that was founded by people of German extraction, followed very closely by those of Polish origin. We have a large number of Mennonite people. More recently, fairly large numbers of people from Portugal, Spain and Italy have moved in. I say this only because, having worked with the school board in my community, having lived in that community for 16 years now, I am aware, I think, of the way in which they feel about their sense of Canadianism.

I also want to say that I listened very carefully to the very emotional statements made

by my colleagues opposite, and I use that word in the best sense of the word, and not in the derogatory sense. I believe the comments were coming right from their hearts. Very particularly I listened to the words of my colleague Mr. di Santo. When he talks about the people on the street I have to respect the source of those words. I would like to say to him, I appreciate your having said them.

I am not going to support the resolution. That probably on the surface appears to be a contradiction. I believe we have had a healthy airing of this problem. I accept Dr. Jackson's commitment that he did not intend them to be taken in the way in which they were. I am no psychoanalyst, sir; I can't examine your mind. I don't pretend to. I have enough problems dealing with my own. I accept your word that you did not intend that. I accept the commitment you have just given to Mr. Elgie that such statements will not be included in the final report. I think we have all made our points here this afternoon and I would like to see you continue. Consequently, I will not be able to support the resolution.

Mr. Chairman: Is the committee ready for the question? Do you wish me to read the motion again? I'll read the names of the committee members who are eligible to vote: Mr. Blundy, Mr. Breaugh, Mr. Cooke, Mr. Elgie, Ms. Gigantes, Mr. Jones, Mr. Kennedy, Mr. Kerrio, Mr. Leluk, Mr. McClellan, Mr. Rollins, Mr. Rowe, Mr. Sweeney, Mr. Van Horne, Mr. Villeneuve.

All those in favour of Mr. McClellan's motion please signify.

All those opposed.

The motion is lost.

Mr. di Santo, do you wish to speak?

Mr. di Santo: I asked Dr. Jackson a question. I would like to ask him to—do you want me to repeat the question or would you like to comment?

Dr. Jackson: Yes, if you would.

Mr. di Santo: You said on page 359 that underdeveloped countries with their uncontrolled fertility would be more than happy to export their surplus supply of people to Canada, while on the other hand, western countries are unable to do that because they have very much the same problem as us and therefore they will not save our country. My question is, don't you understand that by saying that you are introducing a racial concept, that you are putting a wall between the underdeveloped countries as opposed to the developed countries in the matter of being attracted to our country?

Dr. Jackson: No, I really meant that the saving of the country would have to come from the immigrants from the underdeveloped countries—that we could not depend on the other countries as we did in the past.

Mr. di Santo: I don't know what the interpretation is, but the words are clear. I think that if you really meant something different from what you wrote, I think it reinforces our position that at this point this report is perceived by the people in a different way from the way you wrote it, and therefore is debased in the public mind. I don't know what validity it would have.

Dr. Jackson: That certainly means, Mr. di Santo, that in the future I must not write in this way in public documents.

Hon. Mr. Wells: Mr. Chairman, in concluding I would like to say that I think this has been a very healthy and helpful discussion for all of us. I think Dr. Jackson has given the assurances that members of this committee would want that he can indeed finish the task that he has been assigned—quickly and without any diversions into those controversial areas that have caused us to have this meeting today.

On the one hand my friends from the Liberal Party have agreed that we should have the report on declining enrolment as quickly as possible, and said we should actually have commissioned it much sooner. On the other hand the suggestion has been put forward that we, in effect, start over again with a new commissioner. But it's pretty hard to appoint a commissioner under the scope that we do and ask him not to bring his own view of the study into play. I suppose it is all right if you can get some interim person who will pick up what has already been done, but I get from the general gist of what you've said that you would like someone to start from scratch again in some areas.

However, be that as it may, I'm just quoting the two different sides that are expressed here today. If you would like me to quote it more accurately, you have asked that a new commissioner be appointed and I won't attribute anything else to that.

I think my position has been made very clear in this Mr. Chairman. I regretted that Dr. Jackson made the comments. I regret that the controversy that has ensued has occurred. Certainly the policy of this government is one of a very vigorous multicultural policy in which we believe that all racial and ethnic and religious groups should live in harmony in this province. The Premier (Mr. Davis) himself, before a very inspiring

conference with the South Asians, pledged this government to fight racial discrimination and to fight any type of racism in this city and in this province.

I think the members of this government and all the members of this House—all the parties—we all stand for that, and we'll do everything we can to make sure that we develop in this province a society where all those people that have chosen to come to Ontario and Canada can live in harmony and can contribute one to the other to make this a better place in which to live.

Therefore I regret that a little impediment to that general idea in this province has been created by the controversy around Dr. Jackson's remarks. I think he also has regretted that, and will not exhibit any of that ambiguity that might have caused this in the writing of his report. I believe he's now going to take the synthesis of a very large number of excellent briefs presented to him by people across this province who are concerned about this problem of declining enrolment, and present to us a white paper and a report that I think we all can use.

I hope we can all get behind the process and support it. It's encouraging to me that at least two groups of the teachers of this province have come forward and I think they make it very clear that they don't agree with the sentiments that were expressed by Dr. Jackson in his comments in London, but they think he should remain and finish the job. These are the people who have been appearing before him for the last six weeks across this province, and who have had many interchanges, probably of greater length, than any of us here today have had with Dr. Jackson and some of his staff.

[3:45]

This has been a very healthy exercise. We've had a chance to make known to Dr. Jackson our feelings, which are all very sincerely and deeply felt, and I think that's good. We've also had very sincere words from Dr. Jackson about how he sees his role in the future. Having seen the expression of opinion in regard to the motion on this matter, Dr. Jackson should stay and complete his work as quickly as possible. I hope we will be able to table his white paper within two or three weeks.

Mr. Chairman: As I indicated at the beginning, we'll go back to the actual estimate and carry that estimates vote.

Vote 3003 agreed to.

Mr. Van Horne: Mr. Chairman, before we adjourn I would like to present a motion.

This is the preamble. Yesterday during the estimates the committee members were given information sheets regarding the province's contribution to the teachers' superannuation fund. The minister commented on this new information, indicating that the 1976 actuarial valuation report done by Eckler and Company and dated March 1978 revealed it had unfunded liability of \$1,594 million as opposed to the \$1,397 million we had in our estimates. He went on to point out that after certain credits were applied this meant an increase in the unfunded liability in one year of \$243 million. This could result in a supplementary estimate of \$55,283,000. The make-up of that is \$26,707,000 for each of two years 1976-77 and 1977-78, plus \$1,869,000 interest, totalling \$55,283,000.

Since the minister indicated cabinet will review this matter, which might result in a supplementary request being brought to this committee, and in light of the committee's determination to work towards a long-term solution to reduce this unfunded liability, I move that the social development committee meet with Mr. Eckler to review his 1976 report.

Mr. Chairman: That's a motion then, I presume, Mr. Van Horne?

Mr. Van Horne: Yes, that is a motion.

Mr. Chairman: The preamble would not be in order. The motion is certainly in order. The committee has heard the motion. Is there any discussion on the motion?

Mr. McClellan: Where does the time come from? Out of which estimates will the time come to do this?

Mr. Chairman: It wouldn't come from any estimates, I presume. We'd have to arrange a special time for that to be done in the same way as we did when the Teachers' Superannuation Commission came before the committee.

Mr. McClellan: As long as it doesn't come out of the time allotted to some other ministry.

Hon. Mr. Wells: May I suggest, Mr. Chairman, the time to consider that will be when you're finished the estimates of the social development field, at which time you will be better able to plan your time.

Mr. Van Horne: I concur with that because I assume we would have some time left. The indication you gave us yesterday, Mr. Chairman, was there might be a supplement sometime in February. I'm simply asking that we agree now and put it on the record, so that we won't have to argue in the House as we did last year about who

was going to call the meeting with the super-annuation commission. I want it to be clear to everyone here in the meeting that—if it's when the estimates are finished, fine—we will meet with Mr. Eckler to go over this report.

Hon. Mr. Wells: I don't see any problem with that. At the appropriate time the chairman of the committee and the House leaders will have to take the proper procedures. In fact, I understand part of the time today comes out of some other estimates that were before the committee and half the time of today comes out of another estimate. That was the indication our House leader gave me.

Mr. Sweeney: It came out of the balance of the Education estimates and from then on. It didn't come out of another estimate.

Hon. Mr. Wells: I think the chairman himself said that it would be considered that half the time used by the committee would have to come out of estimates time, so it is going to have to come out of some time. I shouldn't tread in this area, it's for the committee chairman to report to the House leaders, but I don't think there was any indication it would come out of no time.

Mr. Chairman: On that point, in discussions, I had indicated that the 50 minutes of estimates time remaining would be used up on the basis as was applied with the OHIP matter; that is to say, if we used 100 minutes today then that would utilize the 50 minutes remaining to this estimate. The remaining time would simply be time which the com-

mittee took to pursue a matter in which it had an interest.

Hon. Mr. Wells: With respect, Mr. Chairman, I don't think that is quite the understanding that our House leader had of the matter.

Mr. Chairman: We will sort that out.

Hon. Mr. Wells: What it really amounts to is we have gone beyond the 20 hours for the Education estimates. You should probably credit, for total estimates, the total time we took today against Education estimates.

Mr. Chairman: If the committee would leave that with the chairman it will be dealt with, one way or another.

Mr. Van Horne: It is in good hands.

Mr. Chairman: That concludes consideration of the estimates of the Ministry of Education. I want to thank the minister and the ministry staff for their co-operation.

Mr. Van Horne: Does that motion require no vote?

Mr. Chairman: I gathered that there was unanimous consent on the part of the committee. Does the committee wish me to put the motion? Will the committee leave it with the chairman to arrange a meeting as indicated in the motion when the estimates have been completed?

Hon. Mr. Wells: After all the social development estimates are completed.

The committee adjourned at 3:50 p.m.

CONTENTS

Wednesday, May 17, 1978

Re report, Commission on Declining School Enrolments in Ontario	S-601
Services to education program	S-624
Adjournment	S-625

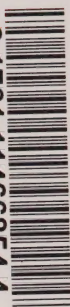
SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)
Breagh, M. (Oshawa NDP)
Cassidy, M. (Ottawa Centre NDP)
di Santo, O. (Downsview NDP)
Elgie, R. (York East PC)
Gaunt, M.; Chairman (Huron-Bruce L)
Gigantes, E. (Carleton East NDP)
Jones, T. (Mississauga North PC)
Lewis, S. (Scarborough West NDP)
McClellan, R. (Bellwoods NDP)
Sweeney, J. (Kitchener-Wilmot L)
Van Horne, R. (London North L)
Wells, Hon. T. L.; Minister of Education (Scarborough North PC)

From the Ministry of Education:

Jackson, Dr. R. W. B., Commissioner, Commission on Declining School Enrolments in Ontario

OCT 7 1992



3 1761 11466854 4